A C I T Y P L A N

FOR

C O U N C I L B L U F F S, I O W A

1950

REPORT OF

THE CITY PLANNING COMMISSION

HARE & HARE
City Planners
Kansas City, Missouri

"Whether they like it or not; whether they know it or not; a collective responsibility rests upon the citizens of the present generation for making or marring their city's future."

Frederick Law Olmsted

The City Hall

HARE AND HARE
LANDSCAPE ARCHITECTS · CITY PLANNERS
114 WEST TENTH STREET
KANSAS CITY 6, MISSOURI

S. HERBERT HARE
RALPH R. REINHARDT
DONALD W. BUSH
H. G. WHIFFEN

September, 1950

Mr. Henry K. Peterson, Chairman,
City Planning Commission,
Council Bluffs, Iowa.

Dear Mr. Peterson:

In accordance with our agreement with your Commission, we are herewith submitting the final report and maps covering a comprehensive city plan for Council Bluffs. We believe the recommendations herein contained form a sound program for the future development of your city.

We wish to gratefully acknowledge the very fine cooperation we have had from you and other members of the Commission; from Mayor Einer P. Juel, and former Mayors Phil Minner, John LeRoy Peterson, and George B. Sparks; from Mr. Forest E. Grover, City Engineer; Miss Twyla Holmes, Secretary of the City Planning Commission; Mr. Russel J. Mourer, Superintendent of Schools, and his predecessor, Mr. G. W. Kirn; and many other interested people.

Very truly yours,

HARE & HARE,

S. Herbert Hare

F O R E W O R D

The purpose of a Master Plan is to guide the growth of a community, so as to make it a more convenient, efficient, orderly, and attractive place in which to live, work and play. The planning procedure, to realize these objectives is: First, compilation and presentation of certain data as an inventory of existing conditions; second, analysis of these data, and recommendations for various phases of the coordinated, physical development of the city; and third, a program of procedure in carrying out the plan.

City planning is most successfully realized through a permanent and continuously active citizens planning body in the form of a City Planning Commission, working in cooperation with the city's governing body and citizen groups. Planning is a continuous process, and in a growing city no plan can be static. All proposed improvements should be checked against the plan, and changes made in the plan to keep it current, but only when new conditions justify. Other recommendations of the plan should then be reconciled with these changes. This is the continuing work of the Planning Commission.

The proposals herein made are principally concerned with the physical development of the city, but are closely related to social and economic problems. The real value of planning is the increased comfort and happiness of the citizens, through the improvement of their environment.

Some of the recommendations, such as zoning, can be put into effect with little or no expense; while others must necessarily be carried out over a period of years, as money is expended for public improvements. The purpose of a comprehensive plan is not necessarily to increase the city's expenditures, but to guide them when and if made, so as to avoid duplication and waste through an orderly, related program of civic development.

HARE & HARE, City Planners

CITY OFFICIALS

Einer P. Juel — Mayor

Oliver D. Comstock — City Manager

City Council

Frank L. Griffith
Einer P. Juel
James F. Mulqueen
Carl E. Schoenberg
Marion L. Shugart

CITY PLANNING COMMISSION

Executive Committee

Franklin Jensen
Leon Morse
George O'Hara
Henry K. Peterson
Frank Riker
R. C. Robinson
James H. Ross
John B. Wadsworth

Members

Henry K. Peterson, Chairman
Frank Swanson, Vice-Chairman
Leonard Brown
John Christensen
Harold Clizbe
Thomas Drustrup
Richard Dean, Jr.
William A. Givens
Don Harding
J. J. Hannan
Ted Hanusa
Floyd Hughes, Jr.
Henry M. Jensen
Miss Germaine Kretteck
Miss Laura Larsen
Dr. Frederick Marsh
Henry A. Milotz
Leon Morse
Alfred Nielsen
George O'Hara
Martin Peterson
Frank Riker
R. C. Robinson
James H. Ross
J. Frederic Schlott
T. P. Schmidt
John R. Schoentgen
Dr. R. L. Sheeler
Richard Stoufer
G. B. Turner
John B. Wadsworth
Joseph Wiest
Carleton Woodward, Jr.

Miss Twyla N. Holmes, Secretary

Forest E. Grover — City Engineer
David E. Stuart — City Solicitor
Russel J. Mourer — Superintendent of Schools

OTHER CITY OFFICIALS DURING PREPARATION OF PLANS

Mayors

Phil Minner

John LeRoy Peterson

George B. Sparks

Superintendent of Schools

G. W. Kirn

Secretary City Planning Commission

Oscar Biesendorfer

Councilmen

Clarence Churchman
Albert Cleveland
Joseph Katelman
Dr. J. R. Koll
R. E. Lund
John Lutz
Kenneth Madigan

Raymond McDonald
Thomas McGarry
Clarence Meldrum
William Quick
Willis Shrader
Harold Smith
George Swan

City Solicitor

George H. Mayne II

TABLE OF CONTENTS

TABLE OF CONTENTS - Continued

PLATES

PLATES, Continued

TABLES

ILLUSTRATIONS

PART I

GENERAL CONSIDERATIONS

HISTORY

Council Bluffs derived its name from a council held with the Indians, by the Lewis and Clark expedition in 1804, on the bluffs at the site of the present city. This spot was later known as Council-Hill, or Council-Bluff. As early as 1823 a trading post for pioneer settlers of the west was established at this location. No settlement, however, was made until the fall of 1845, when a party of Mormons, composed chiefly of English emigrants on their journey westward, started a village on the bluffs and called it Kanesville. Most of the Mormons left in 1852, but since the settlement had by that time become known, many people from Missouri, Illinois, and Indiana quickly moved into the area. An act passed by the General Assembly of Iowa in 1853 changed the name of this progressive town to Council Bluffs, and in the following April the first city government was formed. Council Bluffs has experienced the normal booms and depressions of most cities, but has nevertheless prospered and grown to be a city of over 45,000 people. It is today the metropolis of southwestern Iowa, and is the center of the richest agricultural section of the state. The numerous railroads, factories, and industrial

plants, together with the educational and business opportunities which Council Bluffs has to offer, make it a city of active and progressive people.

SITE AND TOPOGRAPHY

Unlike many river cities which have broken topography near the river, Council Bluffs for most of its area is low and flat. Only the eastern thirty percent is high. This eastern section, however, is a series of steep hills or bluffs, on which some of the residential sections are located. These bluffs rise abruptly from the flat western area and from their tops many interesting views can be had. The townsite of approximately 16¼ square miles is generally wooded, adding to its natural beauty.

The topographical map, Plate No. 1, shows that there is but a ten foot rise from the Missouri River bank to the foot of the bluffs, a distance of three and one-half miles; while the bluffs themselves rise over 280 feet above the valley in places. The range is from approximately 980 feet to 1273 feet above sea level. This picturesque topography makes Council Bluffs a most interesting city.

CLIMATE

The climate of Council Bluffs is moderate, with an annual mean temperature of 48.95 degrees. The ever changing seasons, typical of the midwestern areas, make the climate invigorating and healthful.

PLATE NO. 1

TOPOGRAPHICAL MAP

This map shows the contrast in elevation between the flat area to the west and the steep bluffs at the east side of the city.

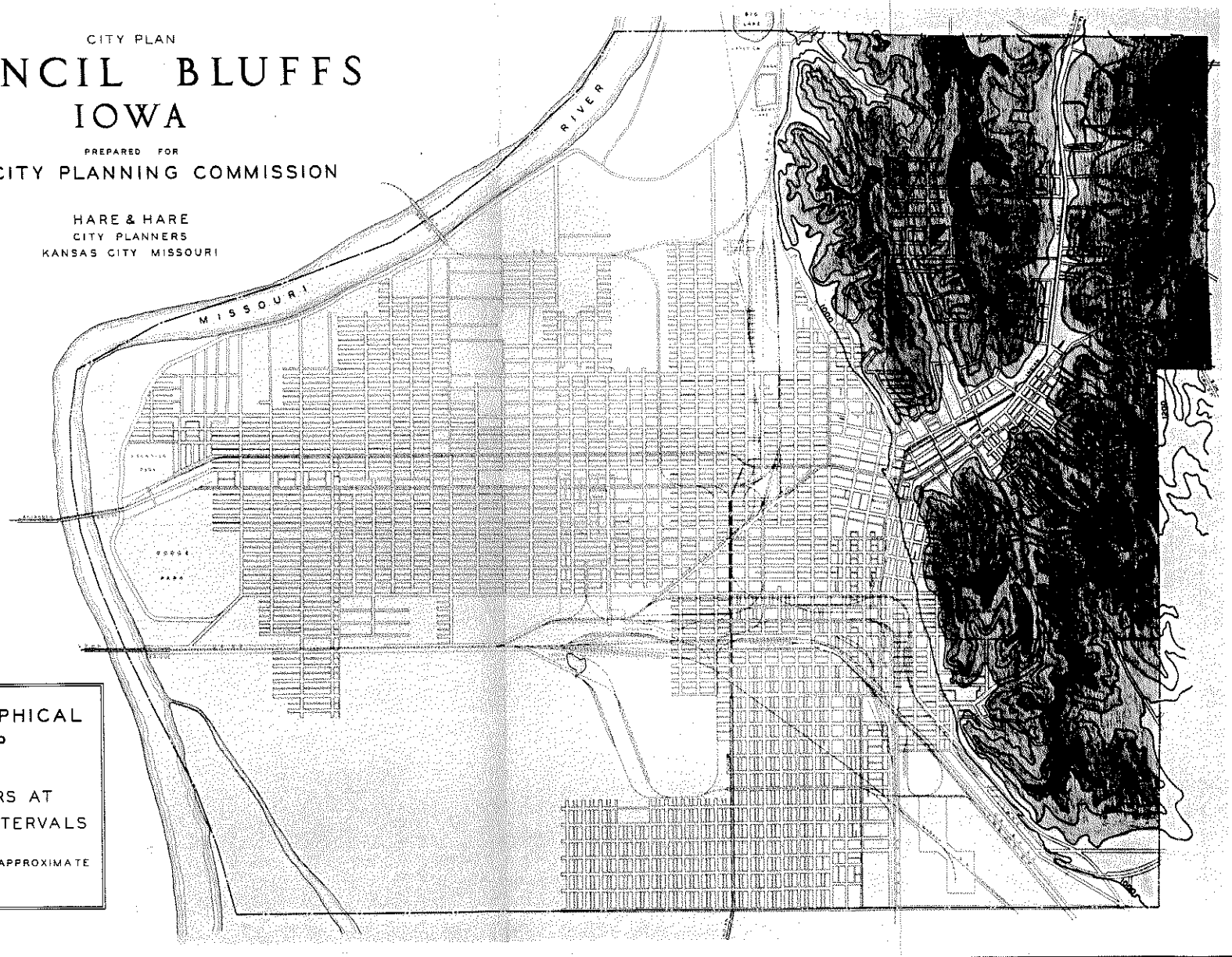
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



TOPOGRAPHICAL MAP

CONTOURS AT 50 FOOT INTERVALS

NOTE - CONTOURS APPROXIMATE

The annual temperature shows an average of twenty to twenty-five degrees for the winter months, and seventy to seventy-five degrees for the summer months. The average annual rainfall in Council Bluffs is 29.05 inches.

GROWTH OF POPULATION

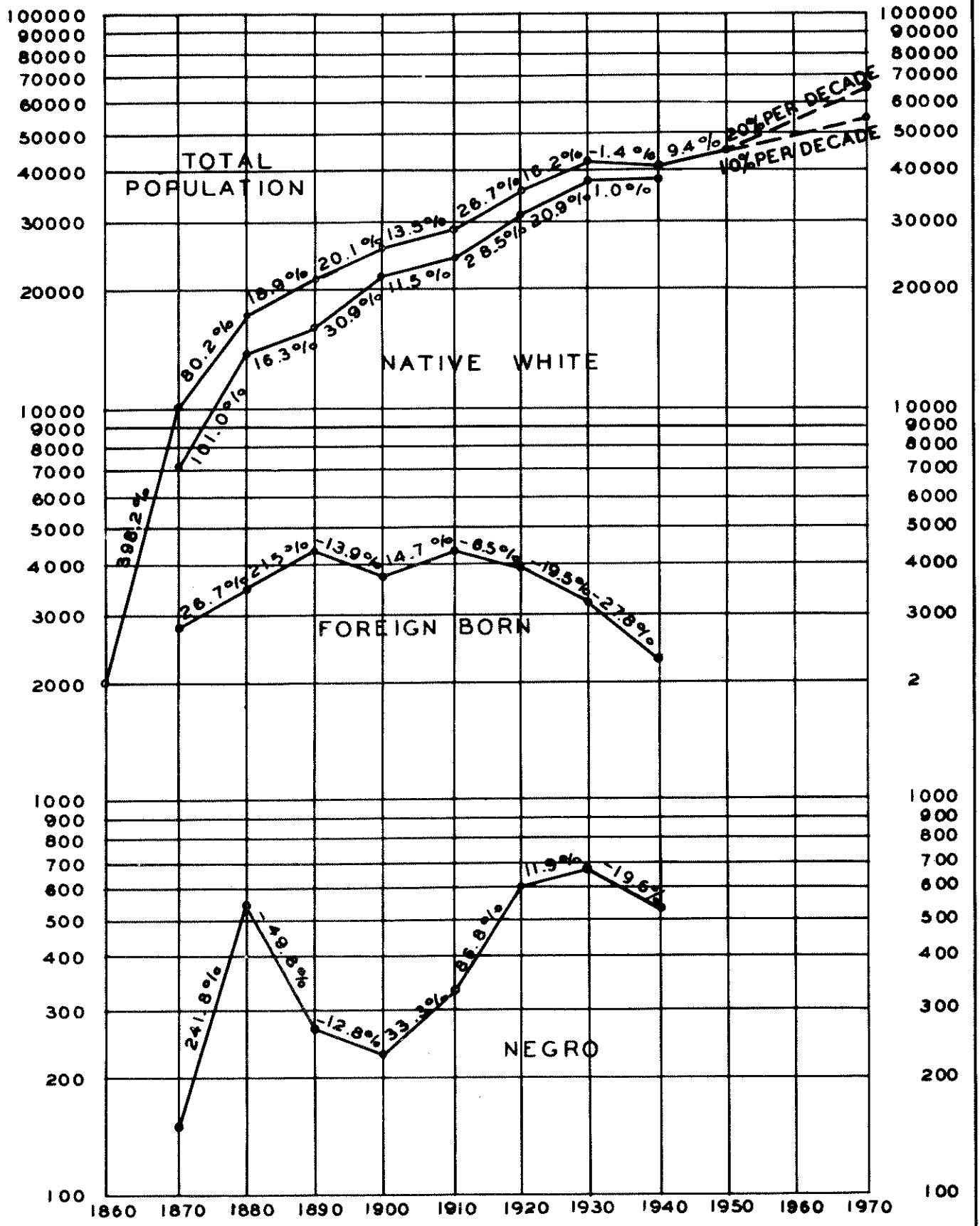
It is reasonable to assume that Council Bluffs is not destined to be a metropolis, but with improved transportation and free bridges to and from Omaha, it will undoubtedly enjoy a healthy and steady increase in population. The purpose of the city plan is not to provide for the needs of a very large city, but rather to provide for the convenience and enjoyment of the present citizens and those who may come in the future. The advantages which will result in careful planning are certain to attract additional population.

The greatest growth of population in numbers was in the decade between 1870 and 1880; and in percentage in the decade between 1860 and 1870; as shown on the Population Curves, Plate No. 2. This latter increase was approximately 398.2 percent. The next greatest increase occurred between 1870 and 1880, with a gain of 80.2 percent. From 1880 to 1930 a steady increase prevailed, but from 1930 to 1940 there was a decrease of 1.4 percent. However, the chart shows an upswing again, the percentage of increase from 1940 to 1950 being about 9.4 percent; and it is reasonable to expect a greater increase in

PLATE NO. 2

POPULATION CURVES

These graphs show the past growth of Council Bluffs and the probable future growth, based on an assumed maximum average increase of twenty percent per decade, or a minimum average increase of ten percent per decade. They also show that the greatest increase occurred prior to 1870. The graphs for the Negro and Foreign Born Population show that both are now on the decline.



POPULATION CURVES

COUNCIL BLUFFS ..... IOWA

THE CITY PLANNING AND ZONING COMMISSION

HARE & HARE

CITY PLANNERS .... KANSAS CITY.. MISSOURI.

the future. Assuming a twenty percent increase per decade until 1970, a population of perhaps 65,000 would be reached. If the increase was but ten percent per decade until 1970, a population of approximately 55,000 would be attained at that time.

RACIAL COMPOSITION

Council Bluffs is largely a city of native born, and as such the high standard of living, characteristic of our country, should be maintained. It is interesting to note on the Population Curves, Plate No. 2, that not only the percentage of foreign born, but the actual number, has decreased steadily from 1910 to the present time. This is largely the result of national immigration policies.

The negro population in Council Bluffs is very small, at the present time being approximately 1.2 percent of the total. From 1900 to 1930 a rapid increase occurred, but between 1930 and 1940 there was a marked decline. Figures are not as yet available for 1950.

DISTRIBUTION AND TREND OF POPULATION

The present distribution and the trend of population has an important bearing upon all phases of the future development of a city. A map has been prepared giving the population distribution for Council Bluffs (Plate No. 3). This shows that the greatest density is in the east central section of the city, that being approximately the location of the original townsite. Another section having a greater density

PLATE NO. 3

DISTRIBUTION OF POPULATION

This map shows that there are no real areas of congestion, although there is a concentration of population in the east central section of the city, and north of Broadway.

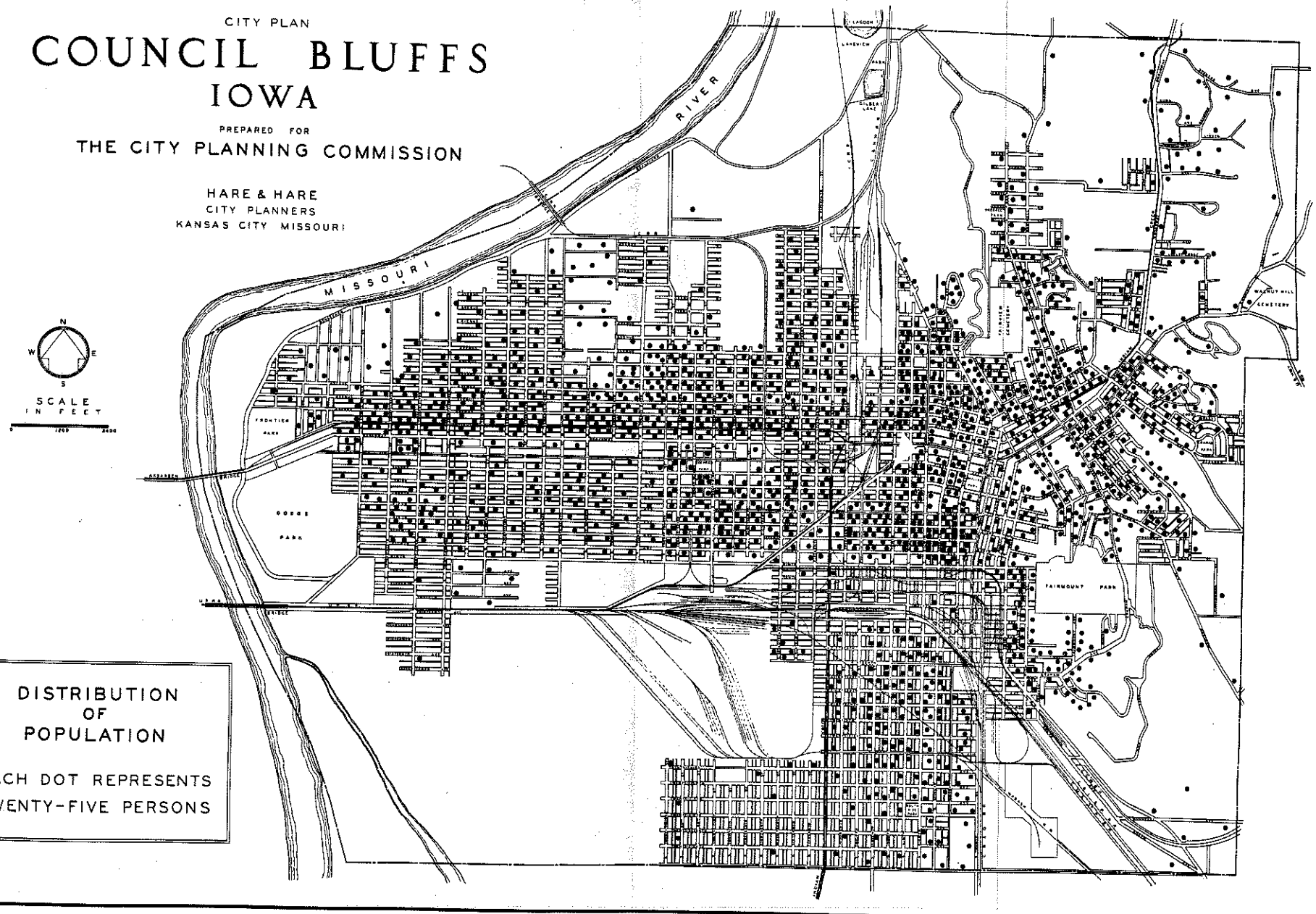
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



DISTRIBUTION OF POPULATION

EACH DOT REPRESENTS TWENTY-FIVE PERSONS

is that area immediately north of Broadway, for almost the entire length of the flat western section of the city. However, there is no area of extreme concentration, and the entire developed portion of the city shows an unusually normal density.

The same built-up or occupied areas are reflected by the Vacant Property Map (Plate No. 4). This map shows the extent of the vacant areas in the southwest, southeast, north, and northeast sections of the city. The large area in the southwest section is very flat, and is potential industrial property, while the unoccupied area at the northeast and southeast is very hilly and difficult for residential development. A portion of this broken ground will be recommended for park purposes.

The trend of residential development is shown graphically on Plate No. 5, by the location of structures for which building permits were issued between January 1941 and June 1947. For residences a definite trend to the west on the level area is indicated, which trend should be accelerated by the recent release of tolls on the Aksarben Bridge. It is gratifying to note a filling in of vacant lots throughout the city. Apartments were mostly on the perimeter of the central business districts.

Plate No. 6 shows the permits issued for business and industrial buildings during this same period. It can readily be seen that the majority of the business buildings were along Broadway. The industrial buildings are few, but generally located on railroads.

PLATE NO. 4

VACANT PROPERTY

The map shows considerable vacant area at the morth and south sides of the city. However, with the exception of the area to the southwest and north central, a great percentage of the land is steep and difficult to develop.

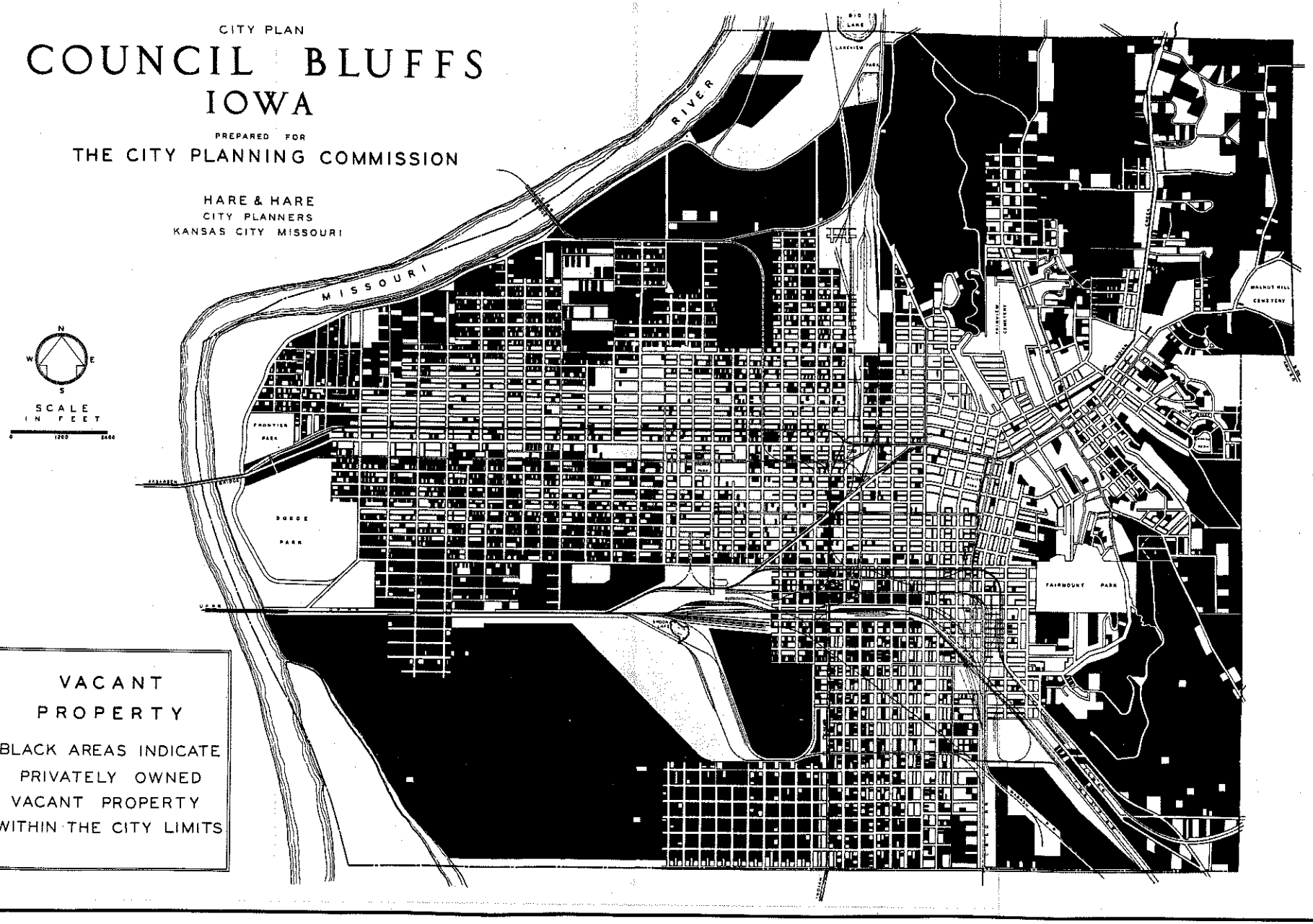
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



VACANT PROPERTY

BLACK AREAS INDICATE PRIVATELY OWNED VACANT PROPERTY WITHIN THE CITY LIMITS

PLATE NO. 5

BUILDING PERMITS

Residence and Apartments

This map shows the greatest activity toward the west, where a number of residences were constructed during the war, as well as a filling in of vacant lots throughout the city. Apartments were mostly on the perimeter of the central business district.

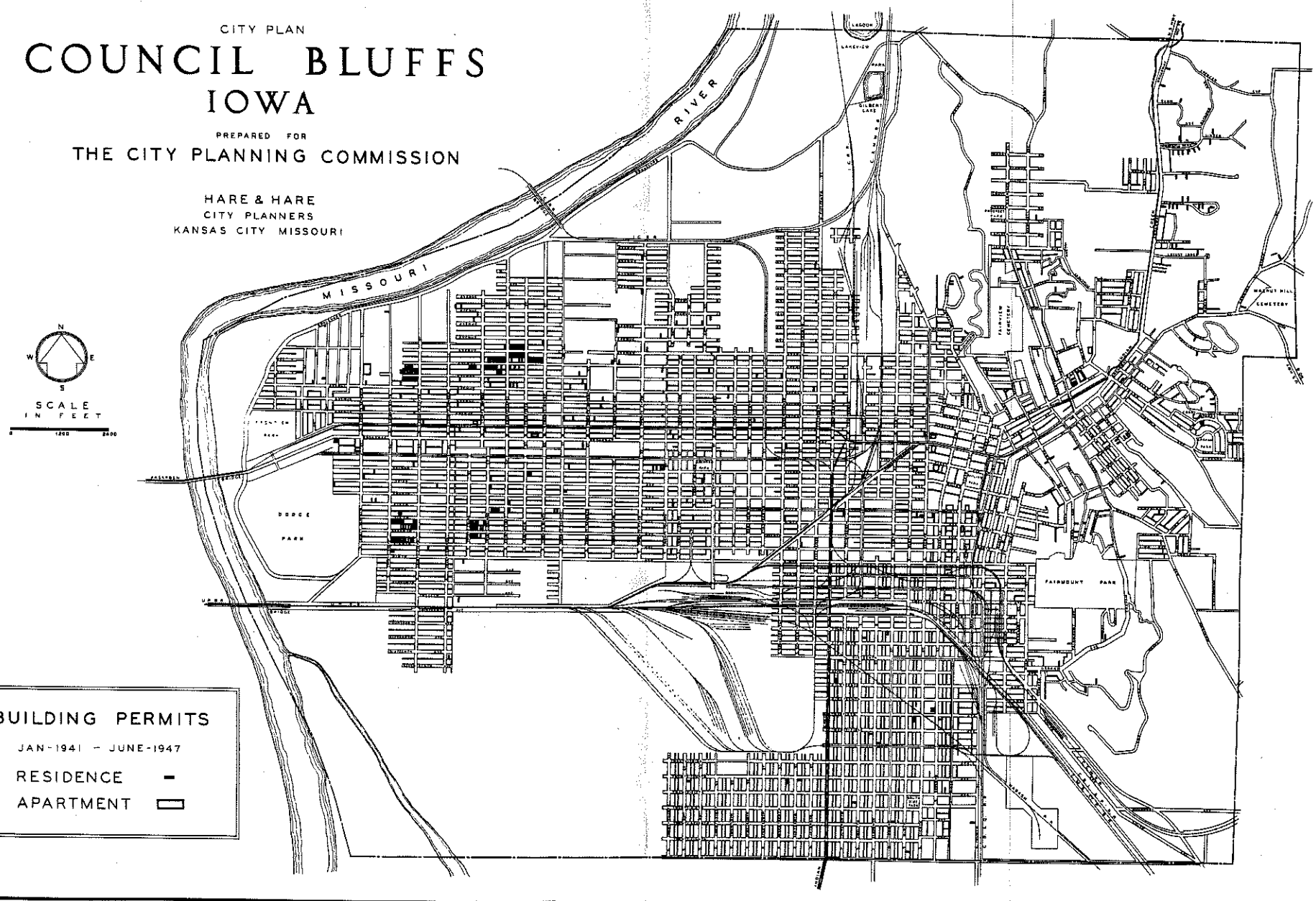
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



BUILDING PERMITS

JAN-1941 – JUNE-1947

RESIDENCE –

APARTMENT ▭

PLATE NO. 6

BUILDING PERMITS

Business and Industry

This map indicates that the majority of business buildings were constructed along Broadway, with the industries generally on railroad trackage in natural industrial areas.

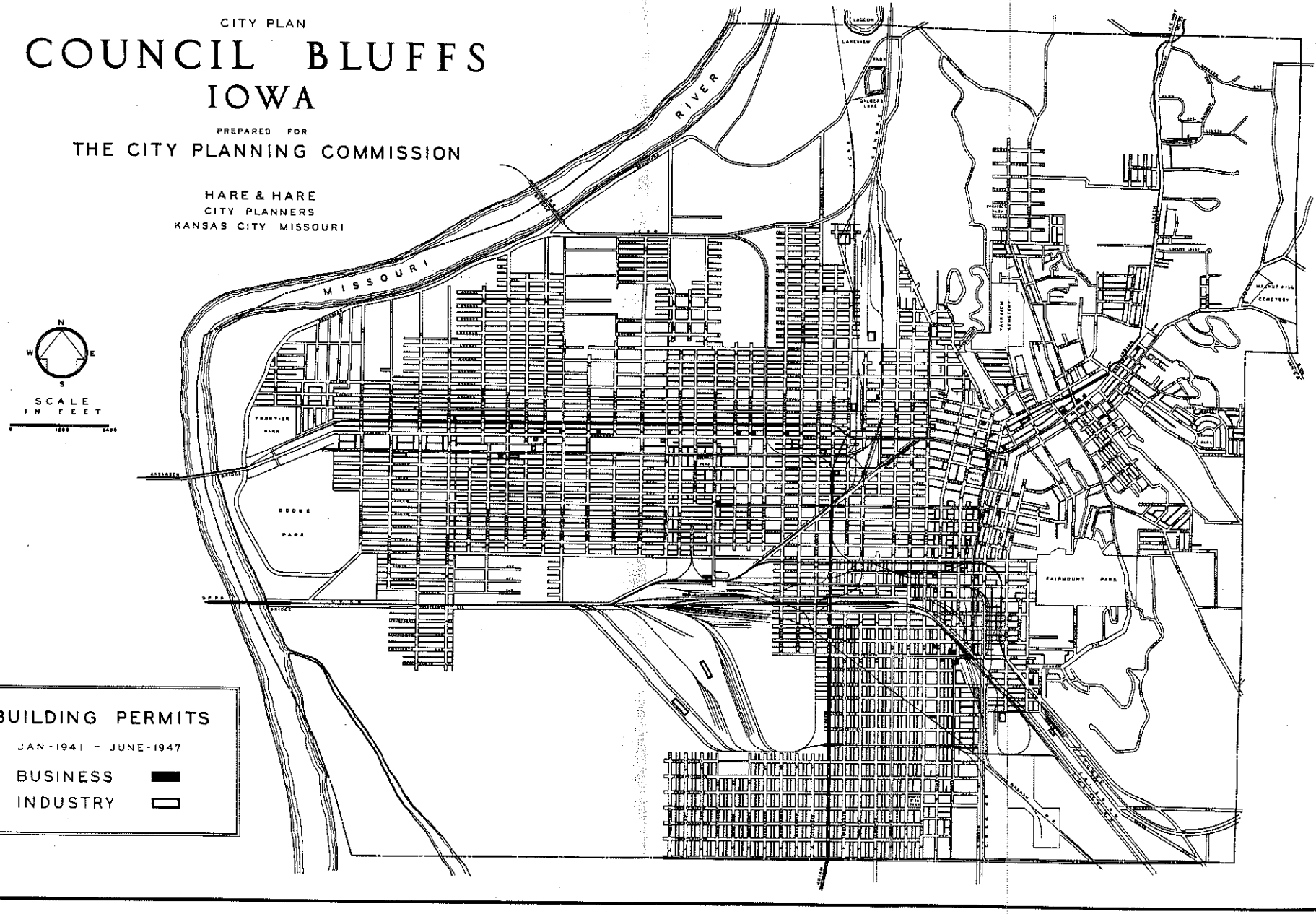
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



BUILDING PERMITS

JAN-1941 - JUNE-1947

BUSINESS

INDUSTRY

The areas in Council Bluffs served by water and sewer are shown on Plate No. 7. The developed areas of the city are shown to be well served by both water and sewer lines. However, it will be necessary to make extensions of both these utilities when the outlying areas are developed, either for residence or industry.

SOURCES OF PROSPERITY

Council Bluffs has been a railroad center since it was made, in 1863, the eastern terminus of the Union Pacific Railroad. Partly on account of its location near the geographical center of the nation, ten major trunk railroad lines come to the city. In the center of a rich farm region, it has naturally become the trading and shipping metropolis for southwestern Iowa. It is one of the great agricultural implement trade centers of the world, and also has a large trade in fruit and farm produce. There are eight large grain elevators, as well as feed mills, dairies, bee supplies, basket factories, truck body plants, and many other types of industries.

Since a high percentage of the people of Council Bluffs work in the factories and railroad shops, the per capita bank deposits and postal receipts are lower than in most cities of comparable population in the region. Omaha, Nebraska, much larger than Council Bluffs, just across the river, has undoubtedly adversely affected the financial rating of the smaller city. However, as Council Bluffs continues to grow and add more independent industries, this influence may be reduced.

PLATE NO. 7

AREA SERVED BY WATER AND SEWER

This map shows the area of Council Bluffs now served by water and sewer.

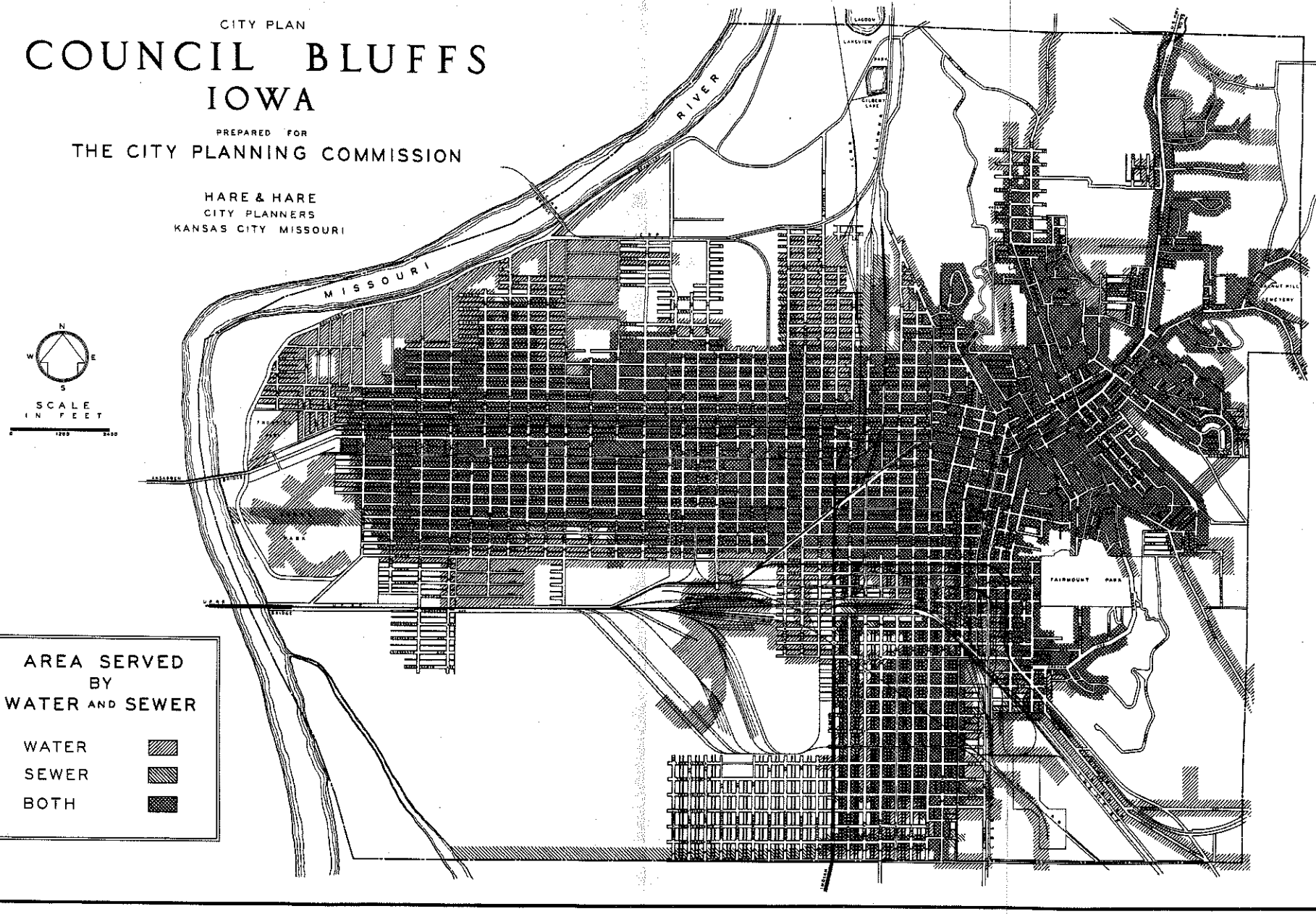
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



AREA SERVED BY WATER AND SEWER

WATER

SEWER

BOTH

The city can take advantage of several unusual opportunities in order to increase its growth and prosperity. The opening of the free bridge to Omaha will encourage the building of many new homes for workers employed in Omaha. In turn it will make available additional workers for Council Bluffs who live in Omaha. The large number of potential industrial sites available in the southwest section of the city, when properly protected by a levee, present an unusual opportunity for industrial growth. Also, the picturesque terrain of the hilly eastern section of the city offers the opportunity for a unique type of residential development, convenient to both Council Bluffs and Omaha. By careful, long range planning, the city can make the best use of these advantages.

CULTURAL AND RECREATIONAL ADVANTAGES

In addition to the system of public schools of elementary and high school grades, discussed under "Schools", Council Bluffs has three Parochial schools, and one business school.

There are approximately fifty churches, representing nearly all denominations. Many of these churches have modern, well equipped buildings, and are carrying on comprehensive programs of religious activities.

The active civic clubs, together with fraternal organizations, such as the Masonic and Eastern Star orders, Elks, Moose, Eagles, I.O.O.F., American Legion, V.F.W., etc., all contribute to the social and civic activities of the city. In addition, the programs of the Boy Scouts,

Camp Fire Girls and Salvation Army are a helpful influence to all communities.

Recreational advantages are provided by a municipal golf course, playgrounds, several swimming pools, and many tennis courts. In addition to about five hundred acres of parks and playgrounds, described elsewhere in this report, the city has a professional baseball team, affiliated with the St. Louis Cardinals, and other types of wholesome commercial recreation.

PART II

RECOMMENDATIONS

In Part I of this report data and plans are presented showing certain existing conditions in Council Bluffs. Part II will give recommendations for the improvement of the city, based upon this and other factual information. These recommendations will be classified under three main topics: (1) Circulation and Communication, - streets, bus and truck routes, and railroads; (2) Public Property - public buildings, parks, recreational areas, and schools; (3) Private Property - zoning, and control of land plats.

MAJOR AND MINOR STREETS

The main objective in planning a city's streets is to provide a better system of main routes, as well as convenient local access to property. Major streets should be of direct alignment, and properly spaced throughout the city. They should lead from the central section of the city to the outlying territory, and in addition there should be crosstown and by-pass routes affording reasonably convenient travel through the city and the region, without passing directly through the busy, congested central district. On such major streets, a large amount

of through traffic can flow efficiently under proper control, and thus relieve minor streets of all except local traffic. Minor residential streets, freed from unnecessary traffic, become more quiet, as well as safer.

All growing cities realize the need for relief from traffic congestion. Streets planned in another era are often too narrow and too indirect to carry the increased volume of automobile traffic. There are three ways of reducing traffic congestion, namely: street widening; rerouting, and provision for more main arteries; traffic control by stop lights and parking limitations. All three methods are needed in improving the present conditions. The first two involve physical planning, and come within the scope of this report. The third is an administrative matter, to be handled by the traffic department. No one can predict exactly what the traffic demands will be upon the major streets in future years, but it is a certainty that the traffic load will be increasingly heavy. An adequate provision now for major streets will avoid much more difficult and expensive changes later. Such improvements will in the end prove to be a saving, rather than an expense to the city.

STANDARDS FOR STREET AND PAVEMENT WIDTHS

As a guide for future street development, the accompanying Typical Cross Sections (Plates Nos. 8, 9, and 10) for the various classes of major and minor street, were prepared.

PLATE NO. 8

TYPICAL SECTIONS - PRIMARY MAJOR STREETS

This drawing shows typical cross sections for the development of primary Major Streets in business and residential districts.

TYPICAL STREET SECTIONS

COUNCIL BLUFFS

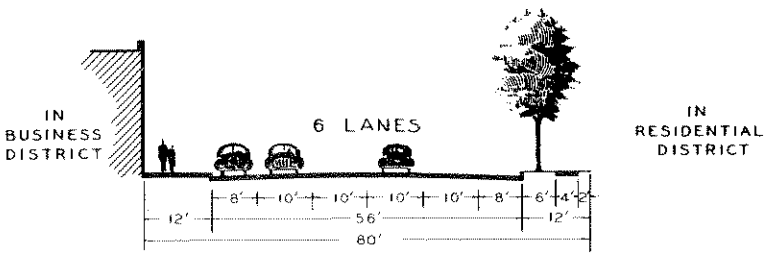
IOWA

PREPARED FOR

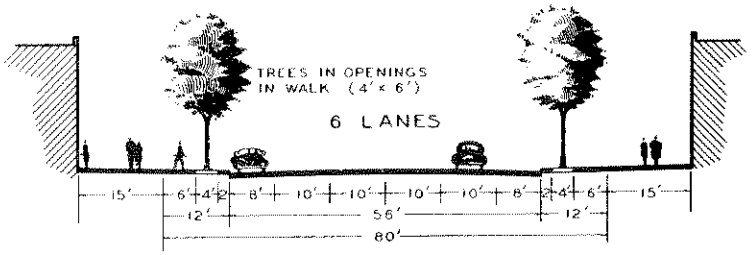
THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI

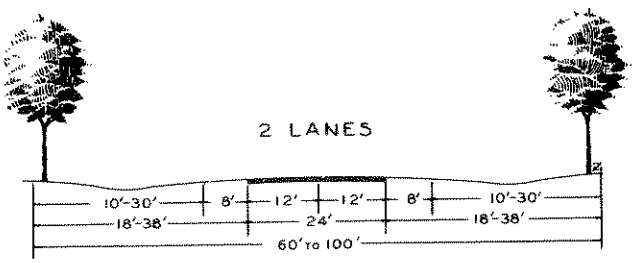
MAJOR STREETS



80 FOOT PRIMARY THOROUGHFARE
40 FOOT PAVING WHERE PARKING NOT REQUIRED



80 FOOT PRIMARY THOROUGHFARE
IN LOCAL BUSINESS DISTRICT



60 to 100 FOOT SECONDARY THOROUGHFARE
IN SPARSLY DEVELOPED AREAS

PLATE NO. 9

TYPICAL SECTIONS - SECONDARY MAJOR STREETS

This drawing shows typical cross sections for the development of Secondary Major Streets.

TYPICAL STREET SECTIONS

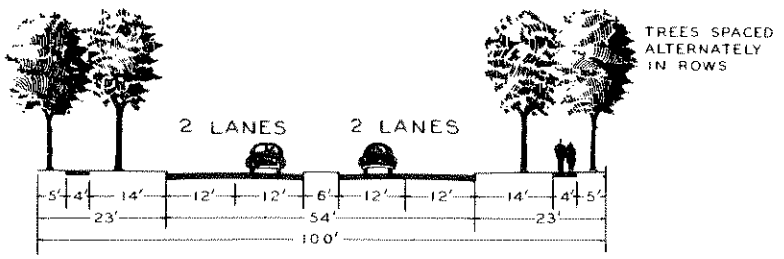
COUNCIL BLUFFS
IOWA

PREPARED FOR

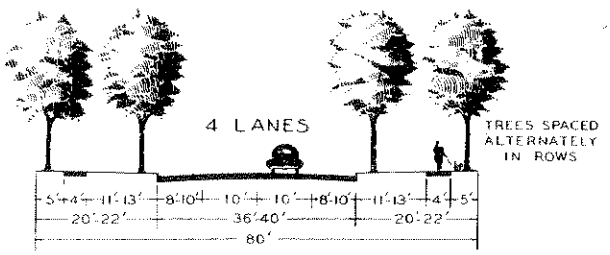
THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI

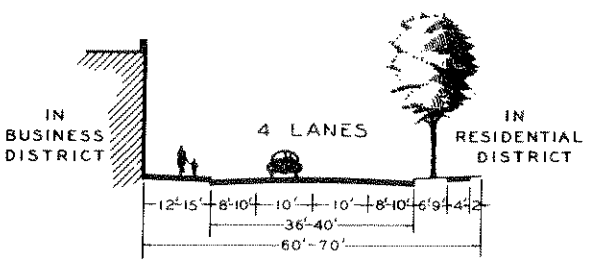
MAJOR STREETS



LEVEE BOULEVARD AND U.S. HIGHWAY NO. 6



80 FOOT SECONDARY THOROUGHFARE
IN RESIDENTIAL DISTRICT



60 TO 70 FOOT SECONDARY THOROUGHFARE

PLATE NO. 10

TYPICAL SECTIONS - MINOR STREETS

This drawing shows typical cross sections for the development of minor residential streets. A twenty-six foot paving is ample for local traffic in single family districts, regardless of width of right of way. In apartment districts, or streets carrying more than local traffic, thirty-six foot paving is desirable, which requires a right of way of sixty feet or more.

TYPICAL STREET SECTIONS

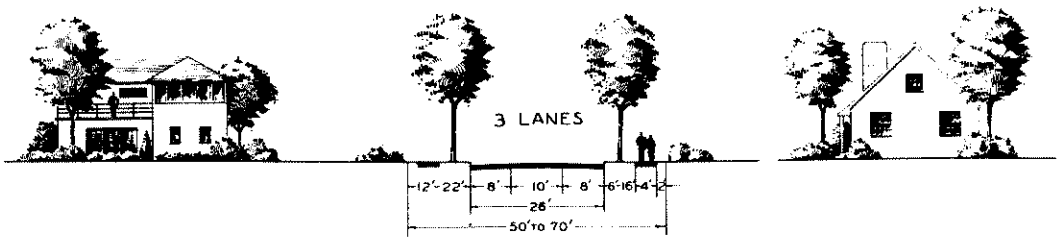
COUNCIL BLUFFS
IOWA

PREPARED FOR

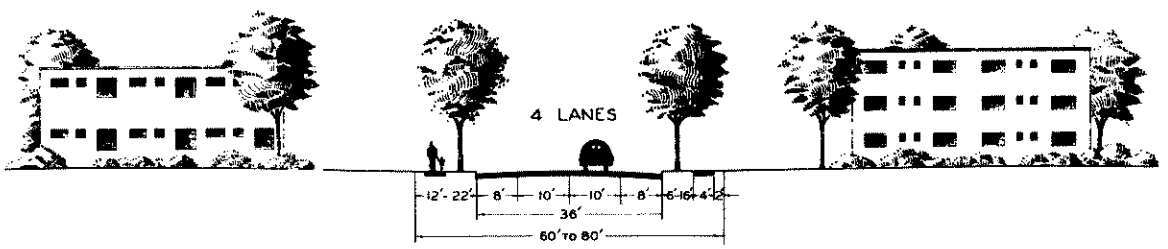
THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI

MINOR RESIDENTIAL STREETS



TYPICAL 50 to 70 FOOT STREET



TYPICAL 60 to 80 FOOT STREET

The width of the street refers to the width of the right of way between property lines, as distinct from the width of the roadway or paving. Various standards are set up in the typical cross sections for streets designated as primary and secondary thoroughfares. In addition, all minor streets in residential districts should be at least fifty feet wide, and all streets in areas zoned for apartments should be at least sixty feet wide.

The recommendations made for roadway widths are based on the number of lines of traffic required. Eight feet is used as a lane for vehicles parked parallel to the curb; eighteen feet for forty-five degree diagonal parking; and ten feet for moving vehicles. However, a twelve foot width of lane is recommended for higher speed traffic on highways on the outskirts of the city. Except in local residential streets, one way streets, or certain exceptional cases, an even number of lines of traffic is desirable, in order to avoid a joint use of the center lane by traffic in both directions.

TYPICAL STREET SECTIONS

The accompanying Cross Sections show primary major streets in the business district, with six or eight lanes (depending upon the kind of parking allowed), with a paving width of 76 feet; and other primary major streets with six lanes, and a paving of 56 feet. In certain cases on a primary or secondary street, where parking is not required, four 10 foot lanes for moving traffic are recommended, or a total of forty feet. Other secondary major streets are usually shown with four lanes for traffic, two moving, and two parked, or thirty-six feet.

A twenty-six foot paving, providing three lanes for traffic, is sufficient width for purely local streets in detached house residential districts, but any street that will have a great amount of through traffic, or is zoned for apartment use, should provide a minimum of four lanes, or thirty-six feet for the roadway.

In suburban sections, where there will be no parking on the paving, and where there is no curb, a paving of twenty feet will be sufficient for local streets, or twenty-four feet for through or high speed highways. However, on such streets, study should be given to the finished grades, so that in the future if widening of pavement and the addition of curbs become necessary, and the ditches are abandoned, the paving grade will be satisfactory for drainage to storm sewer inlets.

In addition to the requirements for roadways, the right of way for a street should provide ample space for walks and street trees. Walk widths can vary according to the use of adjacent property. In business sections they normally extend from the curb to the property line, although in local shopping districts street trees set in openings in the walk are very desirable. In residential streets a walk width of four feet is usually ample, and such walk is usually placed about two feet from the property line, in order to provide clearance from any wall or fence that might be built. A minimum width of six feet should be provided between the curb and walk for the planting of

street trees. If less width than this is used, the trees, as they grow, are apt to damage the curbs and sidewalks. The location of street trees between the curb and sidewalk is usually the most logical for the purpose of furnishing shade, but on very wide streets the sidewalk can properly be set farther from the property line and a second line of trees supplied between the walk and the property line. On streets wider than fifty feet, where a narrow paving may be widened in the future, street trees should be set far enough from the curb to allow for such widening.

STREET AND PAVING WIDTHS IN COUNCIL BLUFFS

Existing street widths in Council Bluffs vary in different parts of the city. Plate No. 11 shows that nearly all of the streets in the original townsite are sixty feet or more wide, and this standard was followed as the city was expanded.

EXISTING PAVED STREETS

Plate No. 12, Existing Paved Streets, reveals the lack of pavement on streets in a great part of the developed area of the city. Also, the older part of the city, now predominantly business, has many streets on which the pavement should be replaced. A comprehensive, long term program for new paving throughout the city is a very important project, and should be given early consideration.

BLOCK LENGTHS

The pattern of streets in Council Bluffs is very similar to many contemporary cities, in that most of the blocks are nearly square, or very short. These shapes are wasteful, not only in original land cost, but also in the cost of paving construction and maintenance.

PLATE NO. 11

EXISTING STREET WIDTHS

Street widths in Council Bluffs are in almost all cases sufficient to allow the construction of paving of adequate width to meet traffic needs.

CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR
THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI

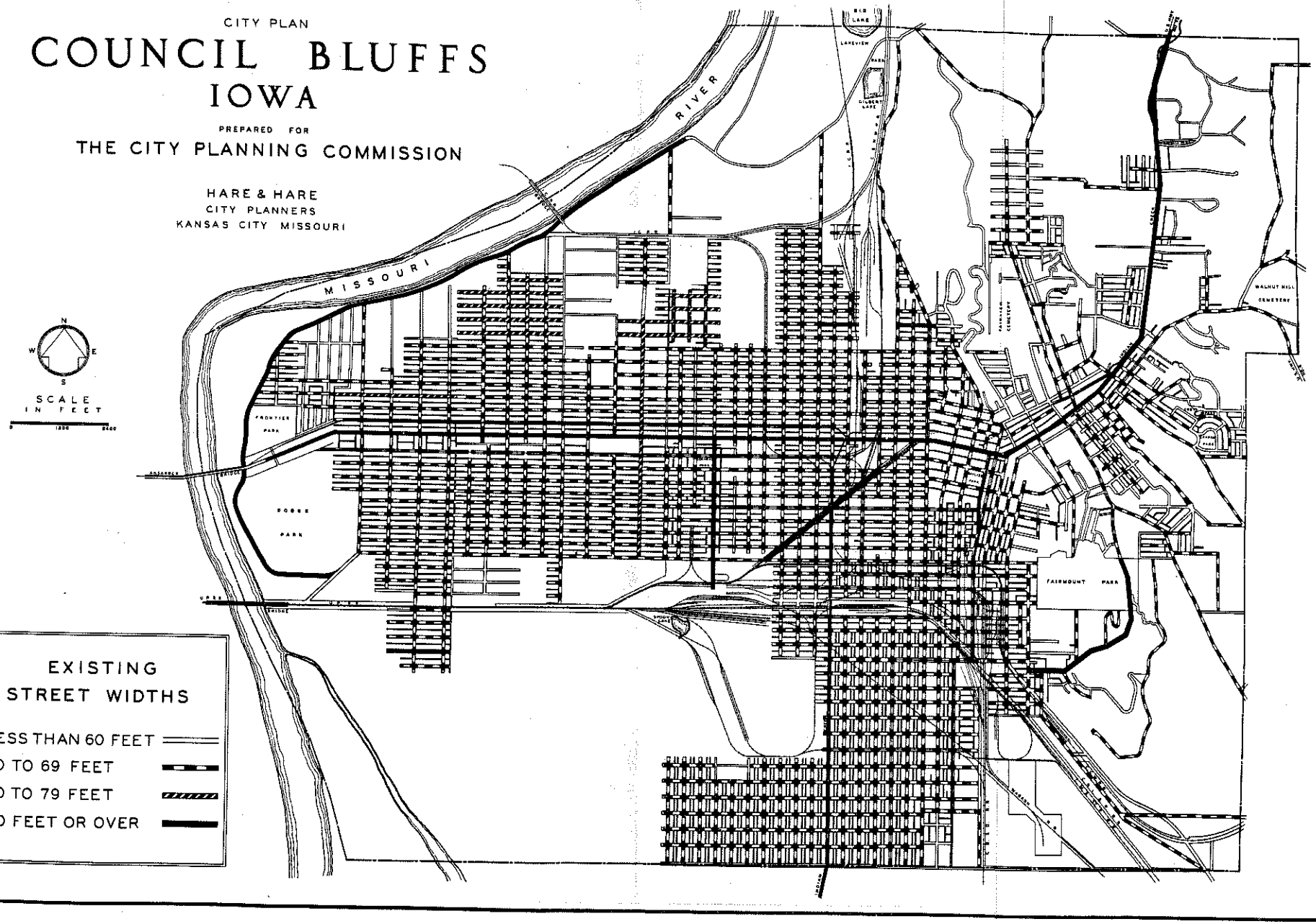


PLATE NO. 12

EXISTING PAVED STREETS

This map shows that the streets in the eastern section of the city, and adjacent on the north of Broadway, are paved, while the remainder of the platted streets on which much development is taking place are still unpaved.

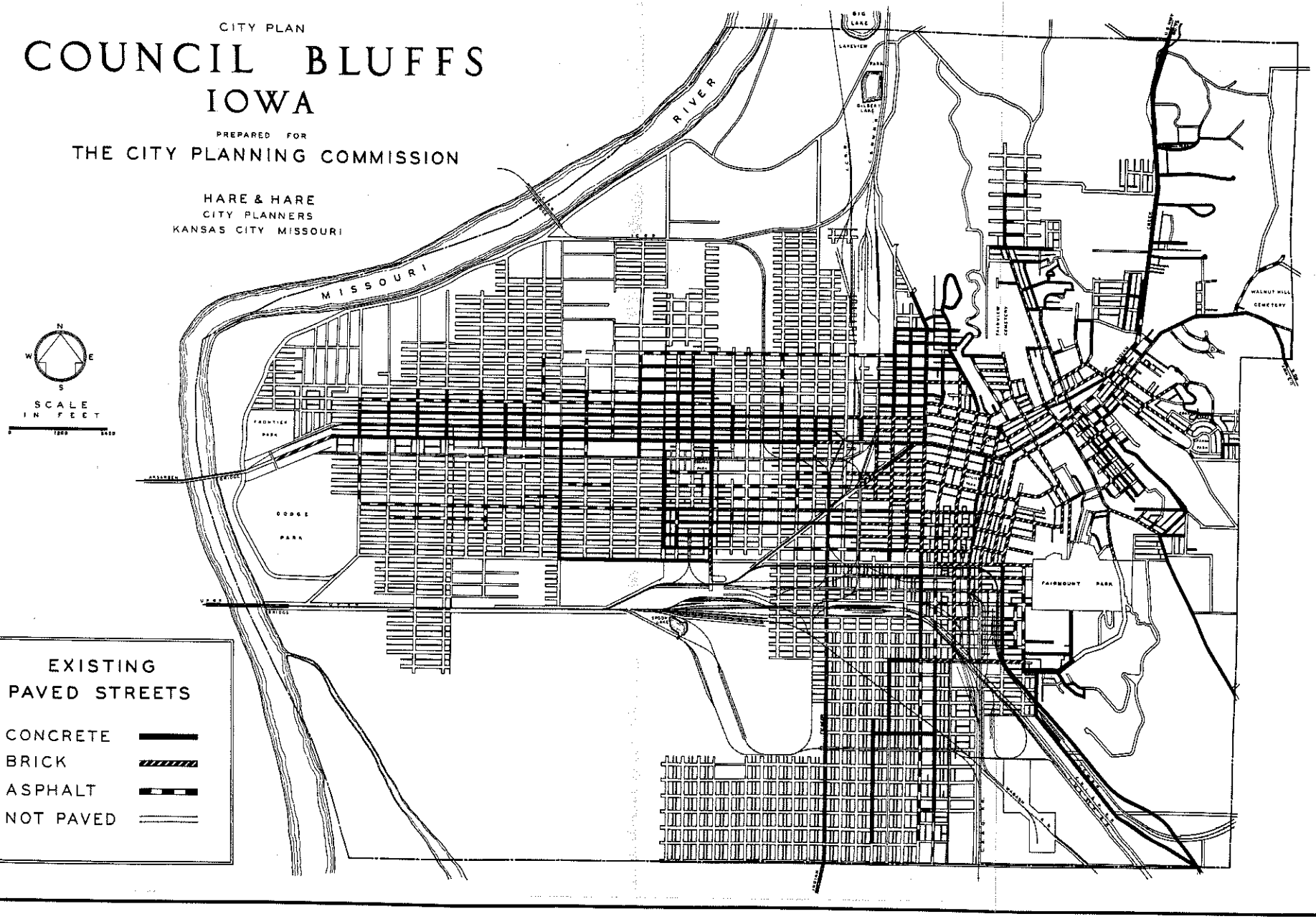
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



Most blocks in Council Bluffs are from three hundred feet to four hundred feet long, while the most satisfactory block length for residential subdivisions is now considered to be from eight hundred to fifteen hundred feet. Longer blocks reduce the number of intersections, and decrease traffic hazards. The vacation of existing cross streets is difficult, because often residences or stores facing the side streets have been placed on the rear corner lots. The use of double or parallel alleys in the same block should also be discouraged. A study should be instituted by the City Engineer, with the object of recommending cross streets that could be vacated. This land would revert to the adjoining property owners, and if unpaved streets were chosen for vacation, the future cost of paving and maintenance would be saved.

MAJOR STREETS IN COUNCIL BLUFFS

The main object of the Major Street Plan is to focus attention upon certain existing thoroughfares and arteries which have strategic locations in the circulation scheme, and to use them as a nucleus for building up a complete thoroughfare system by adding new connecting arteries. Council Bluffs is very lacking in thoroughfares that could serve as by-pass routes, therefore streets of this character should be opened. At the present time Broadway carries nearly all of the through east and west traffic to and from Omaha. The northeast branch of Broadway and Main Street and Third Street, connecting with U. S. Highway No. 275 at the southeast, carry the bulk of the traffic in

Broadway looking west from Main Street

those directions. Since it is almost impossible to widen these streets where they run through the central business area, a provision for decentralization of traffic by means of alternate or by-pass routes is made. These streets, as well as the other streets designated as major thoroughfares, should be given proper width and paving to accommodate this traffic. The Major Street pattern, when developed, will do much to improve traffic conditions in Council Bluffs.

MAJOR STREET PLAN

The accompanying Major Street Plan, Plate No. 13, shows a comprehensive system of main traffic routes, with indications for streets of sufficient width, streets to be widened, and streets to be opened. It also shows the relation of these streets to present and proposed parks, and other public or semi-public property.

DETAILED DESCRIPTION OF MAJOR STREETS

Levee Boulevard and Highway No. 6

Of major importance to the city of Council Bluffs is a method for relieving Broadway of the very heavy truck travel which now traverses the entire length of that street. It is therefore recommended that a by-pass route at the north of the city should be developed. The route as proposed has been discussed with the engineers of the State Highway Department, and Federal authorities, and would form a link in the proposed nation-wide Interstate Highway System. From a connection

PLATE NO. 13

MAJOR STREET PLAN

This map shows a proposed comprehensive system of major streets and highways; also the relation of these streets to present and proposed parks and other public and semi-public property.

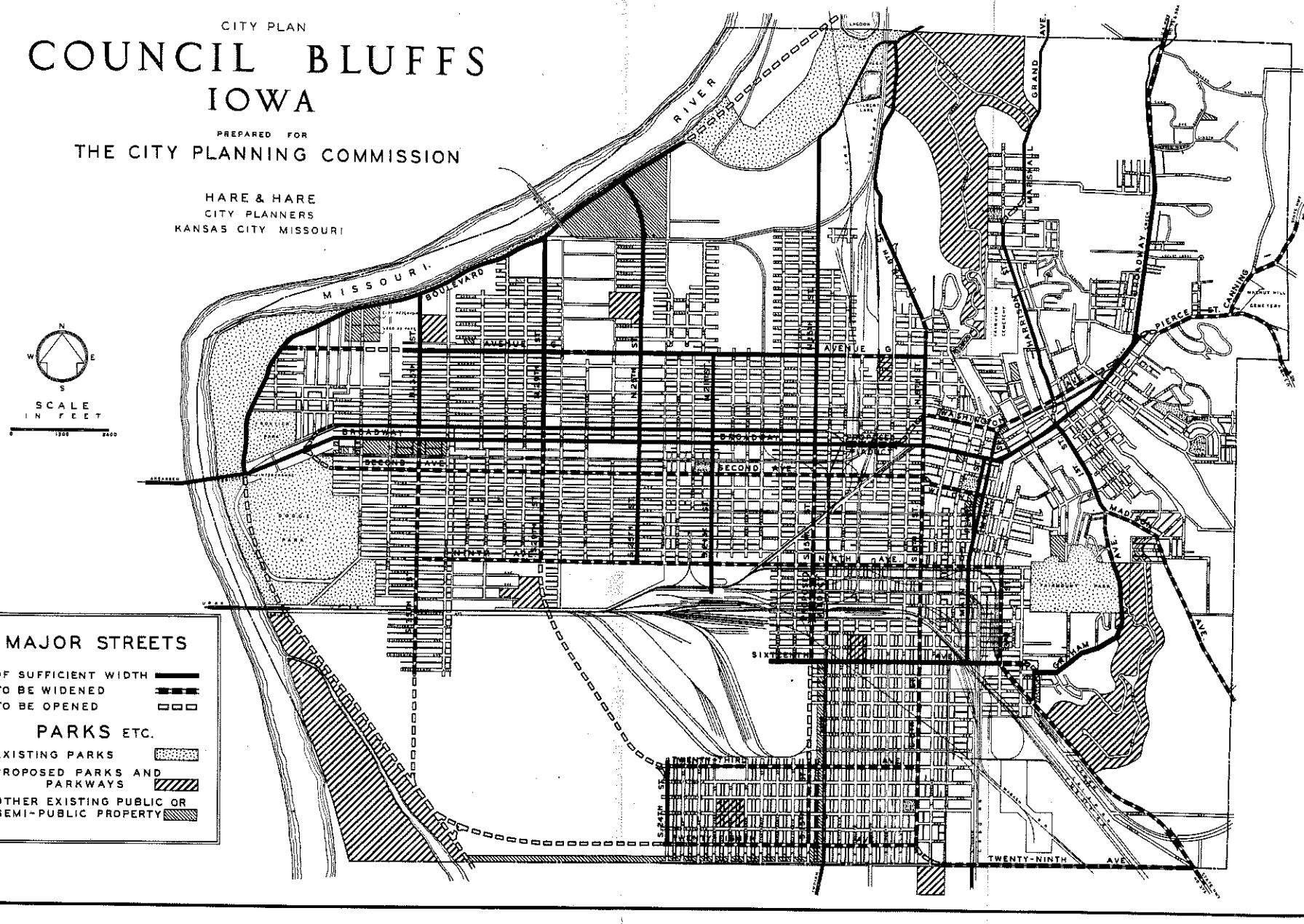
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI

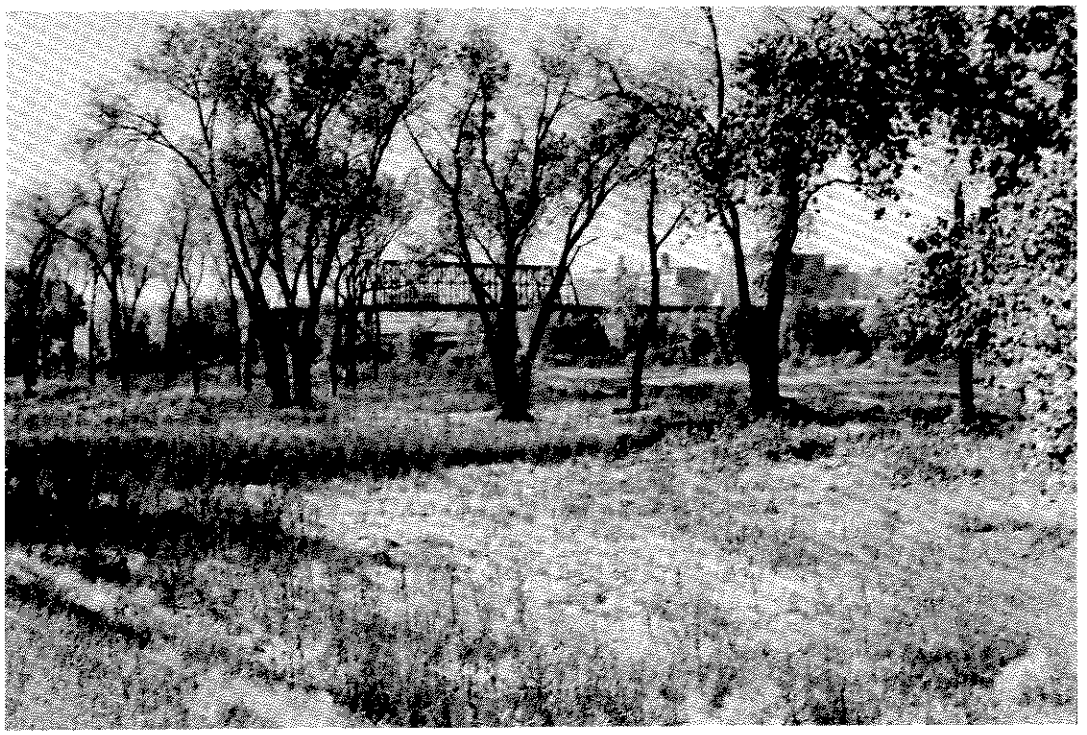


to the northeast of the city with a new westerly extension of U. S. Highway No. 6, which in turn would intersect U. S. Highways No. 75 and No. 30A, and State Highway No. 64, the new highway would skirt the northerly city limits and follow the levee along the river front, in parts coinciding with a previously designated boulevard on which the levee is now built. An interchange would be provided at the Aksarben Bridge, and the route would then proceed south along the river to a connection with U. S. Highway No. 275 near the South Omaha Bridge. So far as possible, it should be a limited access highway, with two twenty-four foot roadways and a medial strip.

As the Aksarben Bridge becomes overcrowded, an additional bridge will be necessary. This bridge should serve the through route of Highway No. 6 to the west, by-passing the business district of Omaha on the north. It is probable that a location near the Illinois Central railroad bridge would be satisfactory, but this will have to be determined by joint action of Federal, State, and Municipal authorities. Another traffic interchange should be provided at the new bridge.

Avenue "G"

This avenue would provide a continuous route from the proposed Levee Boulevard on the west to North Eighth Street on the east. It is open for most of its length, and the present right of way width is adequate except for three small sections. A minimum paving of thirty-six feet should be provided, with wider paving from Thirteenth to Tenth Street, to accommodate the industrially zoned area at that point.



Southwest from Frontier Park toward Aksarben Bridge, showing proposed location of Levee Boulevard and U. S. Highway No. 6, with interchange into Aksarben Bridge.

Levee south from Dodge Park

Levee west from Thirty-seventh Street

Pictures taken on site of proposed U. S. Highway No. 6, or its extension to south.

Avenue "A"

It is recommended that this street be developed as a major thoroughfare, in order to relieve traffic on Broadway. The development should start with a connection to Broadway at about Thirty-ninth Street, and extend east to Fifteenth Street. For most of the distance the street is of sufficient width. However, the paving should be widened in accordance with the schedule.

Washington Avenue

In connection with the development of the proposed viaduct on Broadway, it is recommended that from the east end of this structure a diagonal thoroughfare be opened to the northeast to Washington Avenue at North Eighth Street. Washington Avenue should then be widened to Frank Street, and proper paving widths provided. The alignment of Washington Avenue, as it intersects Frank Street, could be produced northeast to intersect Broadway. This Washington Avenue route would provide relief for traffic in the vicinity of the central business area.

Broadway

At the present time, Broadway carries the bulk of the traffic going through the city from east to west, and is very congested in spots, especially the downtown area. Even with by-passes, it will always be an important route. The recent widening of the paving in the westerly section has been a great help. Additional paving width in places is recommended on the schedule, as well as extra right of way width at the north end. In order to relieve the traffic congestion caused by the railroad tracks in the vicinity of Eleventh Street, a proposed viaduct is recommended. This viaduct should extend from approximately Tenth Street to

Thirteenth Street. Much of the traffic tie-ups would be eliminated, and an easier flow produced.

Pierce Street - Canning Street

At the intersection of Broadway and Oak Avenue, it is recommended that an opening be provided which will connect with Pierce Street about three hundred feet north of Oak Street. This diagonal opening would provide an easy flow of traffic into Pierce Street, which in turn connects with U. S. Highway No. 6 on its present location. From Pierce Street, Canning Street should be widened to a point beyond the city limits, as a connection to State Highway No. 64.

Second Avenue

Second Avenue, as in the case of Avenue "A", is also designed to provide relief for the traffic on Broadway, as well as to serve an industrial area. It would also start at about Thirty-ninth Street and Broadway, with a diagonal route to be opened southeast to Second Avenue at about South Thirty-eighth. Second Avenue should be widened its entire length through to Main Street, and a fifty-six foot paving constructed. At the intersection of Willow and South Eighth Street, the northeast corner should be acquired, in order to provide an easy connection with Willow Street.

Ninth Avenue

In connection with the proposed industrial areas along Ninth Avenue, it is recommended that this street be developed as a major thoroughfare, and be widened from South Thirty-fifth Street to South Third Street, the easterly end being part of State Highway No. 375. The present paving should be increased to fifty-six feet.

Sixteenth Avenue - Tostevin

This route forms a secondary connection from the highway entering the city at the southeast to the industrial areas in the vicinity of the railroad yards at Sixteenth Avenue, and is of sufficient width. However, the paving should be increased to the standards as shown in the schedule. From South Third Street a secondary route in connection with this artery is recommended, extending to the east and then on a short opening to the southeast to connect with Tostevin, both of which connect with Graham Avenue.

Twenty-third Avenue

This avenue is part of a secondary major circumferential route which includes North and South Twenty-ninth Streets in the west central part of the city. It will also serve the industrial area. This section of this thoroughfare would start at Ninth Avenue and follow an alignment through open country to the southeast to Twenty-third Avenue at South Twenty-fourth Street. It is recommended that the opening be one hundred feet wide, and a forty foot paving provided. Twenty-third Avenue from South Twenty-fourth Street to South Eighth Street should be widened and improved, with proper paving widths.

Twenty-eighth Avenue - Twenty-ninth Avenue

An artery is recommended starting in the southwest area of the city at the proposed Levee Road near the extension of South Thirty-fifth Street, and providing a new thoroughfare connecting with the present Twenty-eighth Avenue at South Twenty-fourth Street. It would then follow Twenty-

eighth Avenue to South Eighth Street, where a diagonal to the southeast would connect with Twenty-ninth Avenue. Continuing to the east, it would intersect State Highway No. 375. An eighty foot width should be established for opening and widening, and the proper paving width provided. This route, together with the Levee Boulevard, would provide a convenient by-pass from State Highway No. 375 to the Aksarben Bridge.

Thirty-fifth Street

Thirty-fifth Street should be developed as a major thoroughfare from the proposed Levee Boulevard on the north to its extension on the south. It is of sufficient width north of Avenue "A", but should be widened and opened to the south to a width of eighty feet. Paving of various widths should be built, in accordance with the schedule. There is now an underpass at the Union Pacific tracks.

Twenty-ninth Street

Twenty-ninth Street is a part of the circumferential route previously mentioned, connecting with Twenty-third Avenue in the southeast section. From Avenue "A" north it is of sufficient width, but should be widened to the south. The paving widths in various sections are shown in the schedule. An underpass should be built at the Union Pacific tracks.

Twenty-fifth Street

Twenty-fifth Street, from Levee Boulevard to Ninth Avenue, provides a secondary route for traffic through the central part of the city. This thoroughfare has been opened across the Water Works property at the north end. From here to Ninth Avenue the street is of sufficient width, but the paving should be widened to the recommended standards.

South Twenty-fourth Street

This will provide a secondary connection between Twenty-third Avenue and Twenty-eighth Avenue. It is of a sufficient width, but because of its connections with other main routes, it should have a forty foot paving.

Twenty-first Street

The development of this street would be of principal importance in providing connections between the east and west major streets, and the present and proposed railroad stations. It is of sufficient width, but proper paving widths, as described in the schedule, should be provided.

Fifteenth Street

Fifteenth Street provides a continuous route from the north end of the city to the south city limits. It is recommended this thoroughfare start near the north city limits, at North Eighth Street, and follow the present route southwest to North Fifteenth Street. From here south to Broadway the present sixty-six foot width would be ample. South of Broadway it should be widened, and a new right of way opened between Sixteenth and Twenty-third Avenues. Paving is needed throughout most of its length, and the limited present paving should be widened. A viaduct is proposed over the railroads from about Ninth Avenue to Thirteenth Avenue. With this grade separation, this route would be one of the few traversing the city from north to south without major railroad crossings interfering with the easy flow of traffic.

Eighth Street

This artery would also provide a continuous route from the north end of the city to the south city limits, interrupted, however, by some railroad crossings. From Broadway north the street is of sufficient width except at one point, but paving or paving widening is needed much of the way. From Broadway south to Twenty-eighth Avenue, the street width should be increased to eighty feet, and a wider paving provided. The north section of this route would connect with the proposed Levee Boulevard and the proposed route of U. S. Highway No. 6. In doing so, it would provide a through route from that highway south to connect with State Highway No. 375, via Twenty-eighth and Twenty-ninth Avenues.

Main Street - Pearl Street

Pearl Street and the northerly portion of Main Street are in the heart of the business district, and also serve public buildings. Traffic congestion has been relieved by provision for one way flow north of Sixth Avenue, and can be further relieved when necessary by limitation of parking. Because of this, and because of the permanent buildings on these streets, no widening of either street or of the paving is proposed.

Third Street

Third Street, between Ninth Avenue and Sixteenth Avenue, is an important link in State Highway No. 375, as it avoids railroad crossing. Because of the traffic volume, future widening of right of way and paving is recommended.

State Highway No. 375

From Sixteenth Avenue southeast to the city limits, the present variable width should be increased to a minimum of one hundred feet, and the paving width increased to forty-four feet, to take care of highway traffic.

Grand Avenue - Marshall - Harrison Street - South First Street - Graham Avenue

This secondary artery provides access from the proposed U. S. Highway No. 6 route at the north of the city, to the business district on East Broadway, and should then continue through the hills to the south, and ultimately connect with State Highway No. 375 through Tostevin. At the present time this route consists of streets of variable widths. It is recommended, however, that a minimum of sixty feet be provided as far south as Madison Avenue, and a thirty-six foot paving be constructed. However, at Madison Avenue the right of way paving should be widened to accommodate the proposed local business district. From here the street and paving should be widened to Fairmount Park. The present one hundred foot width of the street through Fairmount Park is adequate, but the paving should be widened some.

Madison Avenue

From the south end of First Street, extending southeast into the county, Madison Avenue should be widened to eighty feet, and the paving increased as shown. This street provides access to a potential suburban district.

MAJOR STREET SCHEDULE

The following schedule, Table I, shows in detail the present and proposed width of right of way and roadway on the various major streets.

TABLE I

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Levee Blvd. and Highway No. 6	From the South Omaha Road on the south, N.W. and N. to Levee at Aksarben Bridge	Not open	100 or more	Not paved	2-24 6' medial
	On present levee to 300' east of N. 24th St.	100	100 or more	Not paved	2-24 6' medial
	To N.E. and E. to connect with proposed U.S.Highway No. 6	Not open	100 or more	Not paved	2-24 6' medial
Avenue "G"	From Levee Blvd. To 190' W. of N. 40th St.	60	60	Not paved	36
	To N. 37th St.	44	60	Not paved	36
	To 400' W. of N. 35th St.	Not open	60	Not paved	36
	To N. 28th St.	60	60	Not paved	36
	To 476' E. of N. 28th St.	40	60	Not paved	36
	To N. 27th St.	Not open	60	Not paved	36
	To N. 25th St.	60	60	Not paved	36
	To N. 13th St.	60	60	32	36
	To N. 10th St.	60	80	32	56
	To N. 8th St.	60	60	26	36

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Avenue A	From Broadway at 40th St. diagonally N.E. to Ave. A at 39th St.	Not open	60	Not paved	36
	To 38th St.	40	60	Not paved	36
	To 37th St.	60	60	Not paved	36
	To 31st St.	60	60	37	37
	To 30th St.	61.14	61.14	37	37
	To 29th St.	62.84	62.84	37	37
	To 28th St.	64.54	64.54	37	37
	To 15th St.	66	66	37	37
Washington Ave.	From about 200' W. of N. 9th St. on Broadway, Diagonally N.E. to N. 8th St. and Washington Ave.	Not open	80	Not paved	40
	To Scott St.	66	80	38	38
	To Oakland Ave.	66	80	38	56
	To Frank St.	66	80	38	38
	Extended to Broadway	Not open	80	Not paved	40

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Broadway	From Bridge to 650' W. of 37th St.	82	82	40	40
	To 144' E. of 34th St.	82	82	46	56
	To 28th St.	80-82'	80-82'	46	56
	To Indian Creek Bridge	80	80	46	56
	To Main St.	80	80	54	54
	From Main to Bryant St.	80-120	80-120	54-95	54-95
	To Approx. 300' N.E. of 2nd St.	80	80	54	54
	To 1st St.	80-120	80-120	54-95	54-95
	To 150' S. of Oak St.	80	80	52	56
	To Oak St.	80-160	80-160	52-150	56-150
	To N. Linden	80	80	35	40
	To 120' N. of N. Linden	80-160	80-160	35	40
	To 100' S. of Spencer Ave.	60	80	35	40
	To City Limits	60	80	35	56

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Pierce St. and McPherson Ave.	From Broadway diagonally to Pierce St. 300' N.E. of Oak St.	Not open	80	Not paved	40
	To 250' W. of Center of Canning St.	50	80	38	38
	To 250' E. of Center of Canning St.	50	80	38	56
	To City Limits	50	66	38	38
Canning St.	Beginning at Pierce St. To 200' North	50	80	28	56
	To City Limits	50	80	28	40
Second Ave. - Willow Ave.	From Broadway at 40th diagonally 660' W. of S. 37th St.	Not open	80	Not paved	40
	To S. 34th St.	66	80	Not paved	40
	To S. 21st St.	66	80	24	56
	To S. 16th St.	66	80	Not paved	56
	To S. 14th St.	66	80	24	56
	To S. 13th St.	66	80	Not paved	56
	To S. 11th St.	66	80	38	56
	To S. 8th St.	66	80	37.5	56

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Second Ave. - Willow Ave. Continued	Diagonally S.E. to 150' E. of S. 8th St. on Willow Ave.	Not open	Variable	Not paved	56
	To Main St.	66	80	38	56
Ninth Ave.	From S. 35th St. To S. 29th St.	66	80	Not paved	40
	To S. 21st St.	66	80	30	56
	To S. 7th St.	66	80	Not paved	56
	To S. 6th St.	66	80	36.7	56
	To Main St.	66	80	38	56
	To 3rd St.	66	80	38	56
Sixteenth Ave. - Tostevin	From 180' W. of S. 17th St. to S. 15th St.	125	125	Not paved	40
	To S. 14th St.	89	89	Not paved	40
	To S. 10th St.	89	89	Not paved	36
	To 100' W. of S. 8th St.	89	89	38	38
	To S. 8th St.	89	89	38	56
	To S. 6th St.	89	89	53.4	56
	To S. 4th St.	89	89	53.4	53.4
	To S. 3rd St.	81.75	81.75	53.4	53.4

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Sixteenth Ave. - Tostevin Continued	To High St.	66	80	53.4	53.4
	Diagonally S.E. to Tostevin and Graham Ave.	Not open	80	Not paved	40
	South on Tostevin to State Highway No.375	66	66	26	40
Twenty-Third Ave.	From Ninth Ave. and S. 29th St. S. and S.E. to S. 24th St. and 23rd Ave.	Not open	100	Not paved	40
	To S. 21st St.	66	80	Not paved	40
	To S. 19th St.	30	80	Not paved	40
	To S. 14th St.	66	80	Not paved	40
	To S. 8th St.	66	80	Not paved	36
28th Ave. - 29th Ave.	From Levee Blvd. on W. to S. 24th St. and 28th Ave.	Not open	100	Not paved	40
	To S. 8th St.	66	80	Not paved	40
	Diagonally S.E. to S. 6th St. and 29th Ave.	Not open	80	Not paved	40
	To S. 4th St.	66	80	30	40
	To State Highway No.375	66	80	Not paved	40

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
35th St.	From Levee Blvd. on North to Ave. D	60	60	Not paved	36
	To Alley N. of Broadway	60	60	30	36
	To Broadway	60	80	30	56
	To Alley N. of 2nd Ave.	60	80	Not paved	56
	To 120' S. of 17th Ave.	60	80	Not paved	40
	S. to Levee Blvd.	Not open	80	Not paved	40
29th Street	To Ave. G	66	66	Not paved	36
	To Ave. C	66	66	24	36
	To Ave. A	66	66	Not paved	36
	To Alley S. of 2nd Ave.	66	80	Not paved	56
	To 9th Ave.	66	80	Not paved	40
25th Street	From Levee Blvd. To I.C. R.R.	Through public property		Not paved	36
	To 125' N. of Ave. I	66	66	Not paved	36
	To Avenue G	75	75	Not paved	36
	To Avenue D	75	75	24	36
	To Alley N. of Broadway	75	75	30	36
	To First Ave.	75	75	30	40

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
25th Street Continued	To alley S. of 2nd Ave.	75	75	Not paved	40
	To 9th Ave.	75	75	Not paved	36
S. 24th St.	From 23rd Ave. To 28th Ave.	66	66	Not paved	40
21st Street	From Ave. G To Ave. E	66	66	Not paved	36
	To Ave. D	66	66	24	36
	To Alley N. of Broadway	66	66	28	36
	To Broadway	66	80	28	56
	To Alley S. of 2nd Ave.	80	80	38	56
	To Alley N. of 5th Ave.	80	80	38	38
	To Alley S. of 5th Ave.	80	80	38	56
	To U. P. Station	80	80	38	38
15th Street	From Blvd. on S. of Big Lake at 8th St. To 15th St.	66	66	Not paved	24
	To C. & N. W. R.R.	66	66	Not paved	24
	To Ave. B	66	66	Not paved	40
	To Broadway	66	66	30	40
	To First Ave.	66	80	24	40

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
15th Street Continued	To 16th Ave. (Over proposed viaduct 9th to 14th Avenues)	66	80	Not paved	40
	To 125' N. of 23rd Ave.	Not open	80	Not paved	40
	To 28th Ave.	66	80	Not paved	40
8th Street	From proposed U. S. Highway No. 6 N. of city, S.W. to DeLong Ave.	50	80	Not paved	24
	To Blvd. on S. of Big Lake at 8th Street	66	66	Not paved	40
	To Ave. L	66	66	Not paved	40
	To 100' N. Roosevelt Ave.	66	66	30	40
	To Roosevelt Ave.	66	80	30	56
	To Alley S. of Roosevelt Ave.	66	80	38	56
	To Washington	66	66	38	38
	To Alley N. of Broadway	66	66	38	38
	To 150' N. of 9th Ave.	66	80	38	56
	To 150' S. of 16th Ave.	66	80	34	56
	To 21st Ave.	66	80	24	40
	To 28th Ave.	66	80	20	40

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Pearl St.	From Broadway to Intersection with Main	66	66	42	42
Main St.	From Washington Ave. To 16th Ave.	66	66	42	42
3rd Street	From 9th Ave. To 16th Ave.	66	80	38	56
State Highway No. 375	From 16th Ave. S.E. to City Limits	Variable	100 min.	20	44
Grand Ave. - Marshall - Harrison St. - South First St. - Graham Ave.	From N. City Limits To Vernon St.	66	66	Not paved	24
	To Morgan St.	66	66	24	36
	To 100' S. of Morgan St.	66	66	Not paved	36
	Diagonally S.W. to Millard St. and Harrison St.	Not open	66	Not paved	36
	To Fleming Ave.	60	60	26	36
	To Hyde	60	60	24	36
	To Alley S. of Washington Ave.	60	60	32	36
	Diagonally S.W. to Alley between Vine Street and Broadway on First St.	Not open	60	Not paved	36
	To Broadway	52	60	35	35

SCHEDULE OF INFORMATION ON PROPOSED MAJOR STREETS

STREET	LOCATION	STREET WIDTH		ROADWAY WIDTH	
		PRESENT	PROPOSED	PRESENT	PROPOSED
Grand Ave. - Marshall - Harrison St. - South First St. - Graham Ave. Continued	On South First - To Madison Ave.	58	58	30	36
	To 250' S. of Madison Ave. on Graham Ave.	60	80	32	56
	To Fairmount Park	60	80	32	36
	To Fairmount Ave.	100	100	Not paved	36
	To Tostevin St.	100	100	2-20	2-20
Madison Ave.	From First Street To 91' W. of Kappell Ave.	58	80	30	40
	To Kappell	58	80	30	40
	To Palmer	60	80	30	40
	To City Limits	60	80	18	24

HIGHWAY CONNECTIONS AND BY-PASSES

In addition to the above described major streets within the city limits, several recommendations for the opening of highways, or the realignment of existing ones in the area north and east of Council Bluffs are shown on Plate No. 14, District Road Recommendations. These recommendations have been discussed with State or Federal Highway officials, and some are taken from their programs, but the recommendations do not necessarily carry any official approval.

The most important highway proposal is the rerouting of U. S. Highway No. 6 from south of McClelland directly west through the hills to the north of the Council Bluffs city limits, and thence to a route along the levee to the Aksarben Bridge, with an extension to the South Omaha Bridge. This would by-pass through traffic around the central business district of Council Bluffs.

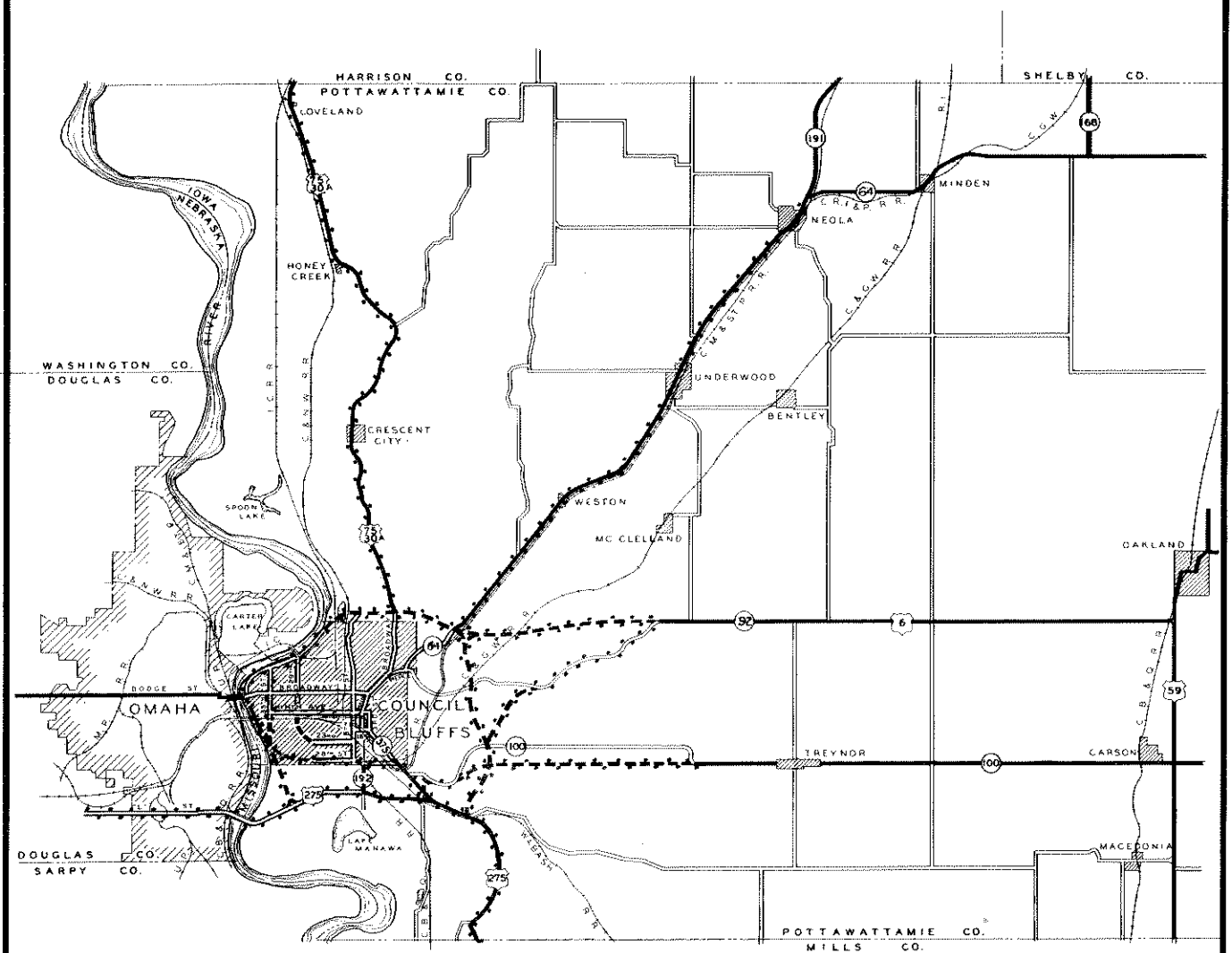
About two miles west of Treynor, it is recommended that State Highway No. 100 be extended due west and connect with State Highway No. 375 southeast of the city. This would make a more direct alignment for State Highway No. 100 east of Council Bluffs.

It is recommended that a connecting highway be constructed from the proposed extension of U. S. Highway No. 6, where it intersects State Highway No. 64 northeast of the city, extending down the valley east of Council Bluffs, to connect with U. S. Highway No. 275 at the Wabash Railroad tracks. In connection with this proposed route, it would be advisable to provide for a branch connection starting at a point where it intersects the old alignment of State Highway No. 100,

PLATE NO. 14

DISTRICT ROAD RECOMMENDATIONS

This map shows proposed Highway Connections and by-passes on the outskirts of Council Bluffs, which will facilitate traffic into and out of the city, and encourage by-passing of truck and other traffic destined to points beyond.



SCALE
IN MILES
0 1 3 6

DISTRICT ROAD RECOMMENDATIONS

- FEDERAL AND STATE HIGHWAYS
- OTHER IMPORTANT ROADS
- PROPOSED ROADS
- THROUGH TRUCK ROUTES

DISTRICT PLAN
COUNCIL BLUFFS
IOWA

HARE & HARE
CITY PLANNERS
KANSAS CITY-MISSOURI

and extending in a northeasterly direction to intersect the old location of U. S. Highway No. 6.

The above mentioned routes would provide a by-pass east of the city, connecting U. S. Highways Nos. 75, 30A, 6, and 275; and State Highways Nos. 64, 92, 100, and 375, which would eliminate much travel through the heart of the down town area of Council Bluffs.

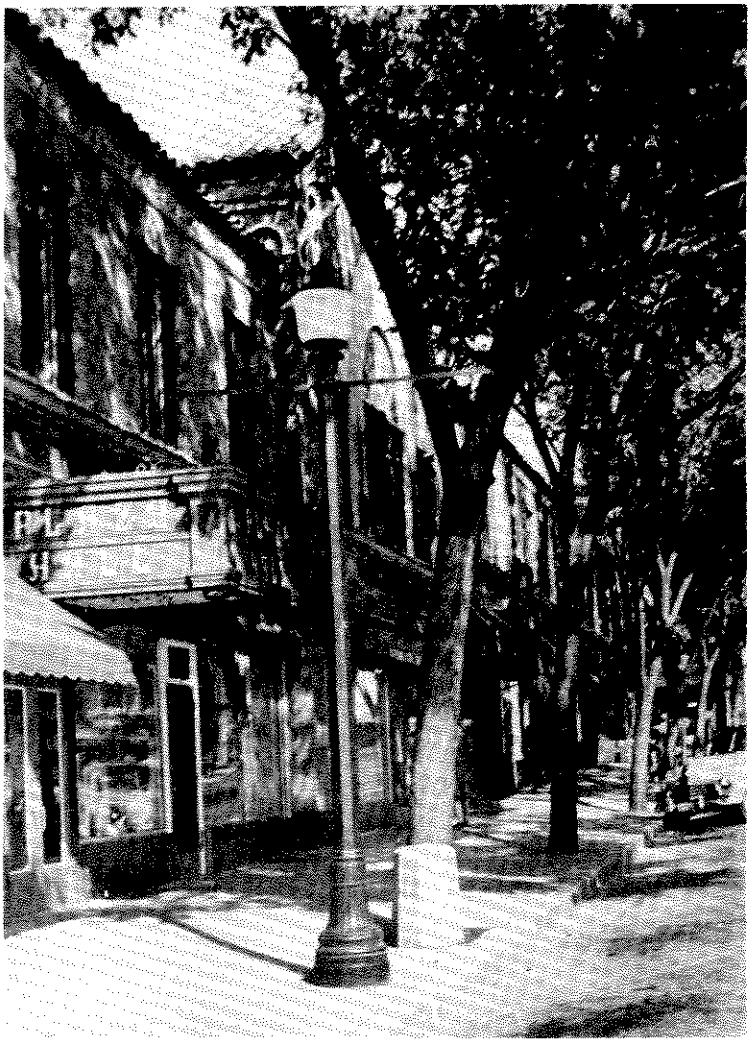
MINOR STREETS

Minor streets serve an important function in providing access and deliveries to private property within the various neighborhoods, and as feeder streets to the main thoroughfares. They should be so designed as to discourage traffic and promote quiet and safety within the residential areas.

The roadway widths, as previously discussed, need be only enough to serve the limited traffic in the neighborhoods, and the paving can be of a lower standard than required on more heavily traveled streets. However, by well designed alignments and grades, and proper development of paving, curbs, walks, and trees, these streets can add much to the more intimate beauty of the city. Poorly developed and unpaved local streets will retard neighborhood development, or hasten blight.

STREET ACCESSORIES

In addition to their functional or utilitarian value, streets offer an opportunity for beauty in a city. The orderly development and proper maintenance of roadways, curbs, grass parking strips, walks and street trees is extremely important. Lighting standards, street signs, and other necessary street accessories should be designed for both practical use and beauty.



Trees are an asset to local business centers.
Country Club Plaza,
Kansas City, Missouri.

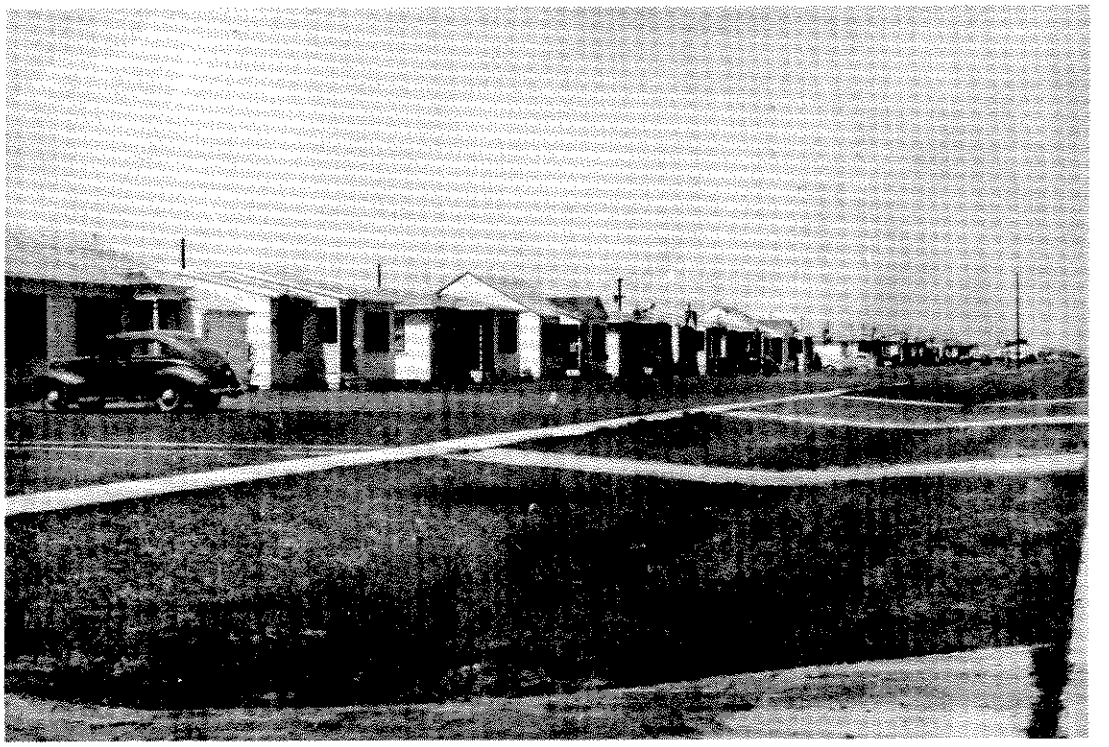
STREET TREES

A uniform planting of street trees should be considered an essential requirement for all residential streets. In many outlying business districts trees have been found to be of practical use in providing shade and in relieving the bareness of the store facades. The illustration on Page 54 shows how effectively they have been used in the Country Club Plaza Shopping Center in Kansas City, Missouri.

Ample space should be allowed for planting street trees. A width of six feet between walk and curb is a minimum for the proper growth of trees, but a width of eight to ten feet is preferable. In business areas, trees are usually planted in openings in the walks. These open areas are usually about four by five feet in size, and the trees are planted at a lower level, the ground being covered by a grating placed at walk level.

Except on informal parkways, the same variety and spacing should be used for trees throughout any major unit of a street. A species should be used that can be trimmed high enough to permit light and air to reach the sidewalk and street, and not interfere with the street lighting or views out from houses or stores. Except in unusual cases, shrubbery should not be planted in the spaces between the curbs and walks.

Good results can be accomplished only through control by the city of all planting on public right of ways. The city should allow no planting, removal or trimming of street trees or other plants on the street right of way, without a special permit. A city Forestry division should be established, preferably under the Park Department



The value of orderly planting of street trees is best appreciated by comparing the above picture of a newly developed subdivision with the view of a well planted street on the opposite page.

Any neighborhood would be proud of a tree lined street such as this.

which would have the entire control of the planting and maintenance of the street trees of the city. Trees planted or replanted should be charged against the abutting property as a special tax. Trimming, fertilizing and spraying of trees should be a part of the regular routine of the Forestry Division.

In Council Bluffs, many of the streets in the developed residential areas were at one time planted with trees. As trees have died or have been removed for private drives, new trees have not always been planted. Since it is impossible to match older trees by new ones planted years later, a uniform effect cannot be secured at once. However, by making a record of present planting and working out an overall program to be followed over the years, a satisfactory result could be finally secured. Sometimes the less attractive older trees can be removed and new trees spaced between the remaining old ones in such a way that they would gradually take the place of the older trees as they were finally taken out.

In new districts, the subdivider should be required to carry out a uniform street tree program, with varieties approved by the city forester or other authorized official. These trees should not be planted until curb and walk grades have been established. The spacing of trees should vary with the species, but a distance of forty to sixty feet is desirable, in order to allow a reasonable clearance for light and air between the mature trees. Trees on major streets should be so located within the parking strips as to allow for future widening of the roadways.

WALKS

The city should exercise control over the material of sidewalks, as well as their width, location and grade in relation to the grade of the street. Variations in the width, alignment, grade or material of walks give a patchwork effect to a street; and in order to avoid this, uniform standards should be adopted and adhered to for the various classes of streets. A continuing policy of walk repairs will not only help the appearance of the street, but may save much in damage suits.

CURBS

Curbs, as well as a substantial paving, should be required, where economically possible, on all new subdivisions within the city. Curbs and final street grades cannot always be established until storm sewers are available. A curb is desirable to control street drainage and to keep the adjacent grass from being damaged by wheel tracks; and also gives a more finished appearance to a street or district. Breaks in curbs for private drives should be regulated as to width. Very wide areas of paving from the street to automobile parking lots or gasoline filling stations, are unsightly, as well as dangerous. This problem can be controlled by requiring limited lanes for entrances and exits, with the normal curb, grass and walk cross section on the remainder of the frontage.

LIGHTING STANDARDS, POLES, AND STREET NAME SIGNS

Lighting standards are the most common street accessory. Simple, dignified designs are available, and are generally no more expensive than the less desirable ones. Wherever practicable, electric

light and telephone wires should be consolidated onto one set of poles. Light and telephone poles should be placed in alleys; or, in residential districts where alleys may not exist, these poles should be placed on easements along the rear property lines, wherever possible. In this way the trees in residential streets will not be damaged by the cutting normally necessary to clear the wires. In close-in sections of the city, wires should be placed underground.

The present system of street name signs is very satisfactory, and should be extended into newer areas as they are developed.

OVERHANGING SIGNS

Overhanging signs in business districts can detract much from the appearance of a city, and may be dangerous under certain weather conditions. If allowed, they should be under strict control as to size, extension, and structural stability. While they have no inherent right to extend over public property, the custom has become fairly well established. However, in some places, such as Fifth Avenue in New York, Michigan Avenue in Chicago, or Eleventh Street in Kansas City, they have been removed by mutual consent of the merchants, thus leaving every store on an equal basis with its neighbor, instead of competing as to size and brilliance of signs, with one sign blanketing another. The contrast in appearance is shown graphically by photographs on pages 61 and 62. Many of the best stores over the country do not use overhanging signs.

HIGHWAY - ROADSIDES

Some of the most unsightly pictures that greet the eye of the visitor are the highways approaching a city, as shown by a typical illustration on page 63. While much progress has been made by state highway

Street signs should be controlled to avoid this confused and ugly appearance.

Stores on Michigan Avenue, Chicago, operate successfully without overhanging signs.

The character of commercial buildings on the highways at the edge of a city has a great influence upon the general impression given tourists. Islands of grass and planting defining the highway, with access only at intervals to the developments on private property, would partly relieve the glare and barren effect shown above.

departments in roadside beautification through proper grading and planting, the ugly and garish structures and signs just beyond most city limits are the rule rather than the exception. Control of location, use, height, and setback of such structures could be accomplished through county zoning. There is a statute in Iowa providing for zoning of unincorporated areas in counties having a population of 60,000 or more, which would apply to Pottawattamie County.

Even under zoning, either in cities or counties, there is no way of dictating the design or appearance of buildings or structures on private property, but any signs, poles, or structures overhanging the highway can be controlled. Perhaps the most unsightly feature is the glaring stretch of half paved area between the highway slab and the commercial structures. This can be definitely avoided by defining the width of the paving and requiring a grass area or island along the paving edge, with limited points of access to the adjacent property. These grass areas, perhaps planted with trees or low shrubbery, will greatly reduce the unsightly and ragged appearance of the highway. The ideal arrangement is to have separate service roads parallel to the highway for access to private property, connected to the main roads only at intervals, and separated by a planting strip.

SIDE HILL STREETS

Council Bluffs has an unusual problem in certain districts, resulting from steep grades or precipitous topography. Streets built parallel to the contours of a hill, and serving both sides of the street, are

confronted with the problem of two widely different elevations. The usual solution is to elevate the sidewalk on the upper side well above the street paving. This practice is satisfactory, except for the difficulty of building private drives from the street across such elevated walks. In the extreme cases, this is not possible, and access to garages from an alley is necessary. Provision is made in the proposed zoning ordinance for terrace garages under certain conditions. Careful consideration should also be given to the uniform treatment of walk grades and steps at the ends of blocks.

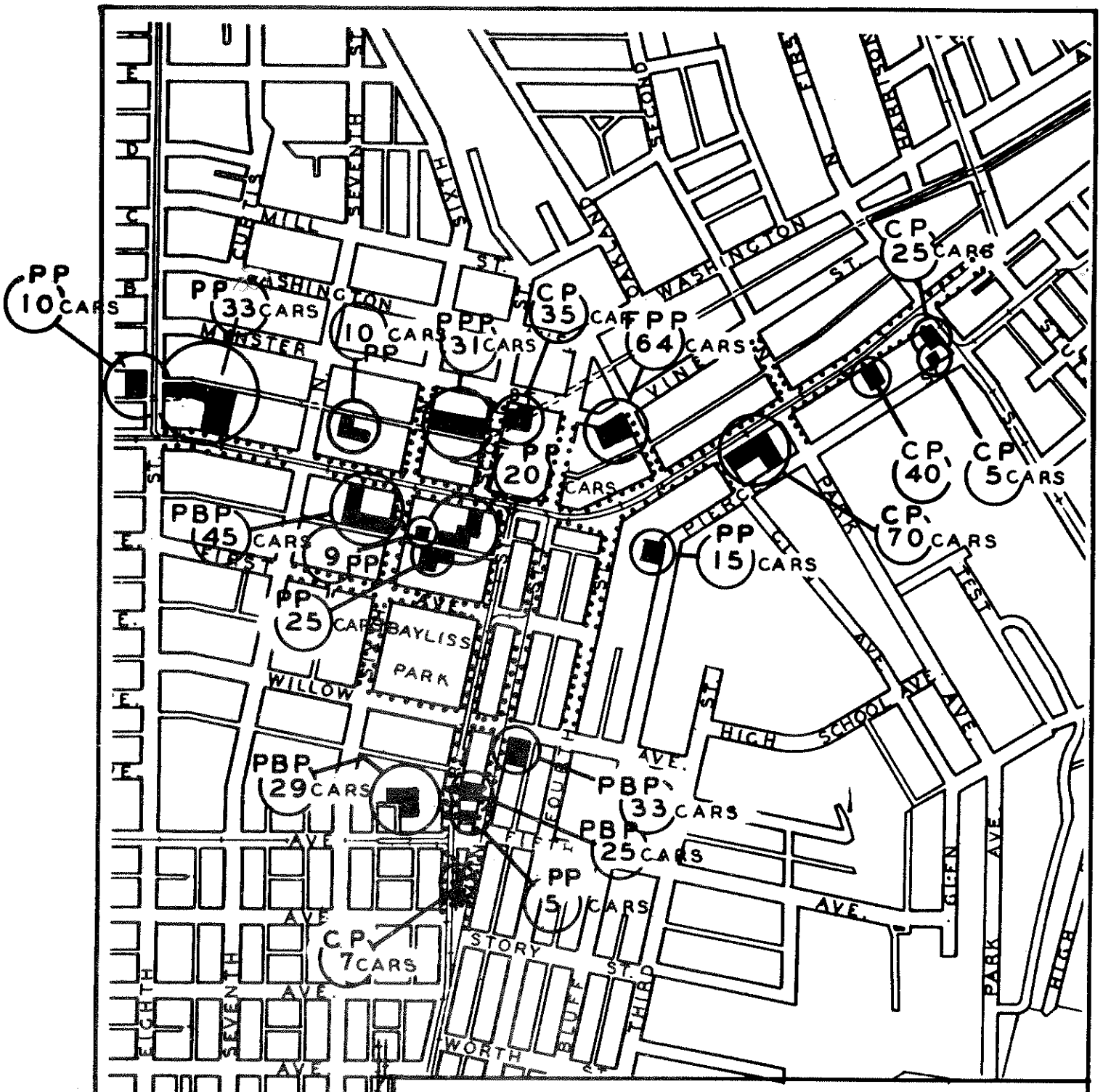
OFF-STREET PARKING

One of the principal traffic problems in Council Bluffs, as in most cities, is the lack of sufficient space for the parking of cars, particularly in the Central Business District. Some off-street parking has been provided, but more is needed. These parking facilities can be operated either by the city or by private enterprise, but they should be regulated as to appearance, width and number of drive connections to the streets, charges, etc. In the case of parking lots, permanent paving, lighting and enclosing walls should be required. The principal value to the city of such parking lots or garages would be the service they would render, and not the revenue derived from the parking charges. However, parking fees should be sufficient to pay for the cost or leasing of the land and the cost of development, as well as to provide adequate maintenance. Parking spaces conveniently located and charging a reasonable fee are of great value in increasing store patronage in the Central Business District. Realizing this, enterprising merchants in some cities are furnishing free parking for patrons.

PLATE NO. 15

OFF-STREET PARKING

This map shows location of present off-street parking facilities, both public and private, in the central business district; also the streets having parking meters.

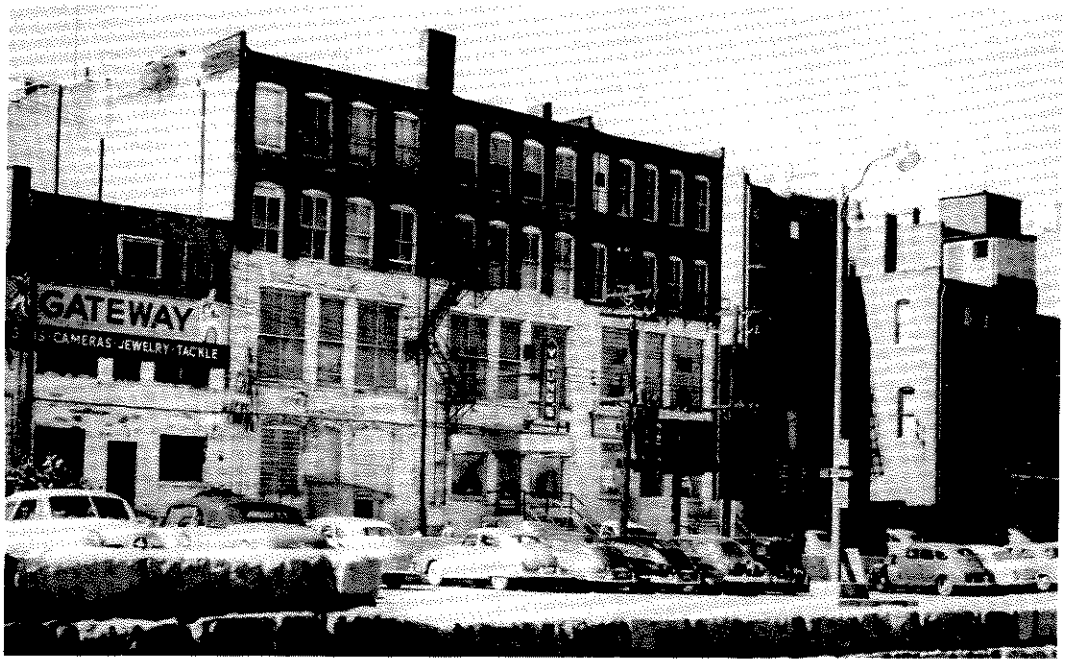


OFF STREET PARKING
IN CENTRAL BUSINESS DISTRICT

LEGEND

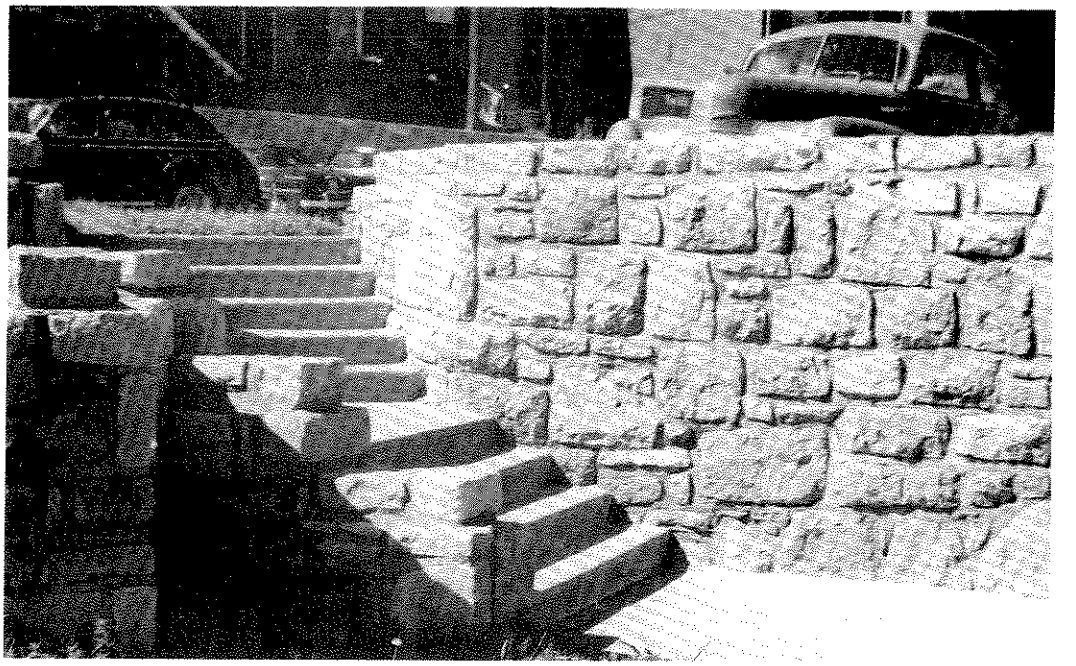
PBP – PUBLIC BUILDING PARKING
PPP – PAY PUBLIC PARKING
FPP – FREE PUBLIC PARKING
CP – CUSTOMER PARKING
PP PRIVATE PARKING
..... PARKING METERS

Public Parking Lots, Kansas City, Kansas



Entrances are being developed on rear of buildings adjacent to parking lots.

Attractive public parking lots in Kansas City, Kansas, developed under a benefit district program.

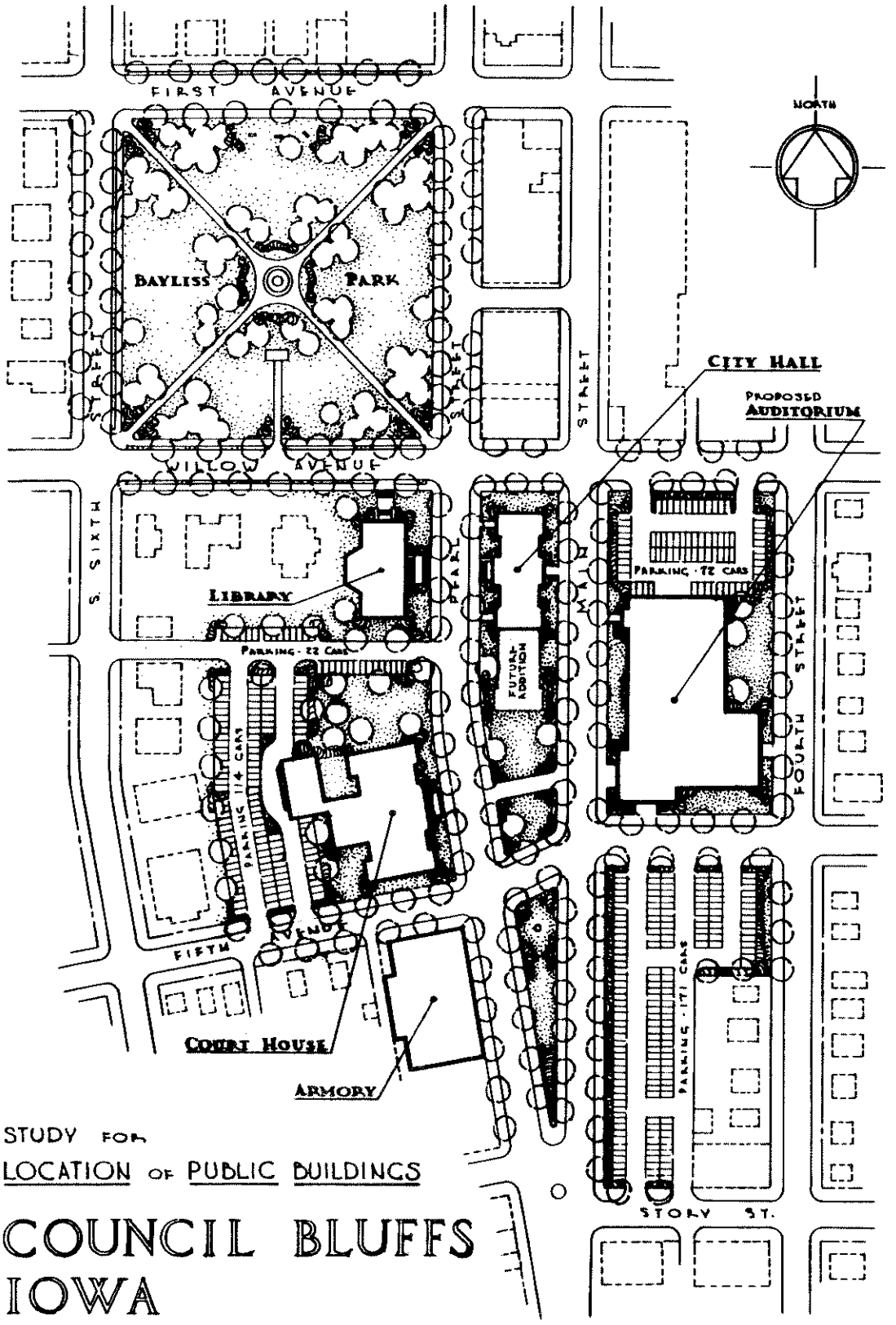


Entrance steps and boundary wall.

Iowa, and some other states, such as Kansas, have laws permitting revenue bonds or special assessments in business districts, or the use of current revenue or a special levy, or the income from parking meters or parking lots, to pay for the acquisition of property and development of parking lots. The proposed Zoning Ordinance for Council Bluffs requires off-street parking for outlying shops, theatres, etc., as well as for residences and apartments, and off-street loading in business and industrial districts. It also provides for establishing parking lots in residential districts adjacent to business districts, under certain conditions which will protect the residential districts.

With the great increase in the number of motor vehicles, a maximum of street space is needed for moving traffic and should not be used for long time car storage. The time may come when the economic life of the Central Business District may be threatened unless adequate customer parking is provided.

Plate No. 15 shows the central business district of Council Bluffs with indications of off-street parking spaces now available to employees, customers, or the public, either free or for a fee. The number of cars shown are approximate, but the total provision for off-street parking in this district is about 536 cars. In addition to this, there are more than 800 parking meters on the streets, which produce an annual income of about $50,000. This could be applied to the acquisition of more public off-street parking space.



STUDY FOR

LOCATION OF PUBLIC BUILDINGS

COUNCIL BLUFFS IOWA

Prepared for THE CITY PLANNING COMMISSION

HARE & HARE - City Planners - KANSAS CITY - MISSOURI

SCALE IN FEET
0 100 200

2-26-48

In general the daily parking on minor streets near the central area does not extend more than a block or two beyond the metered district. So long as this street space close to the business district is available free, it may be difficult for private enterprise to provide parking in competition. As street congestion increases, there will have to be more and more restrictions of on-street parking. All this means more off-street parking in lots or garages, either public or private.

The property on main traffic streets is usually too valuable for this use, and in addition serious confusion and delay is caused by vehicles turning into or emerging from such lots or garages at rush hours. It is therefore recommended that they be located on secondary streets adjacent to major streets, such as Minster, Vine, Pierce, Bluff, or First. The exact location of such parking can best be determined by property available. The vacant property map shows little unoccupied land on these streets in the central area. It will therefore probably be necessary to choose land with low value improvements, which can be cleared. It is preferable not to use corner locations, as business should be encouraged to spread up the side streets, rather than farther along the main thoroughfares, thus consolidating the central district.

The Iowa law providing for public off-street parking appears in the Appendix of this report.

TRANSIT

With the abandonment of street cars, Council Bluffs is now entirely served by motor busses. A study of the recently installed bus routes, shown on Plate No. 16, indicates that the present coverage of the

PLATE NO. 16

TRANSIT PLAN

This map shows the newly established bus lines serving the city very satisfactorily. A future extension is shown near the northwest corner of the city, when paving is available.

Each dot represents 25 people.

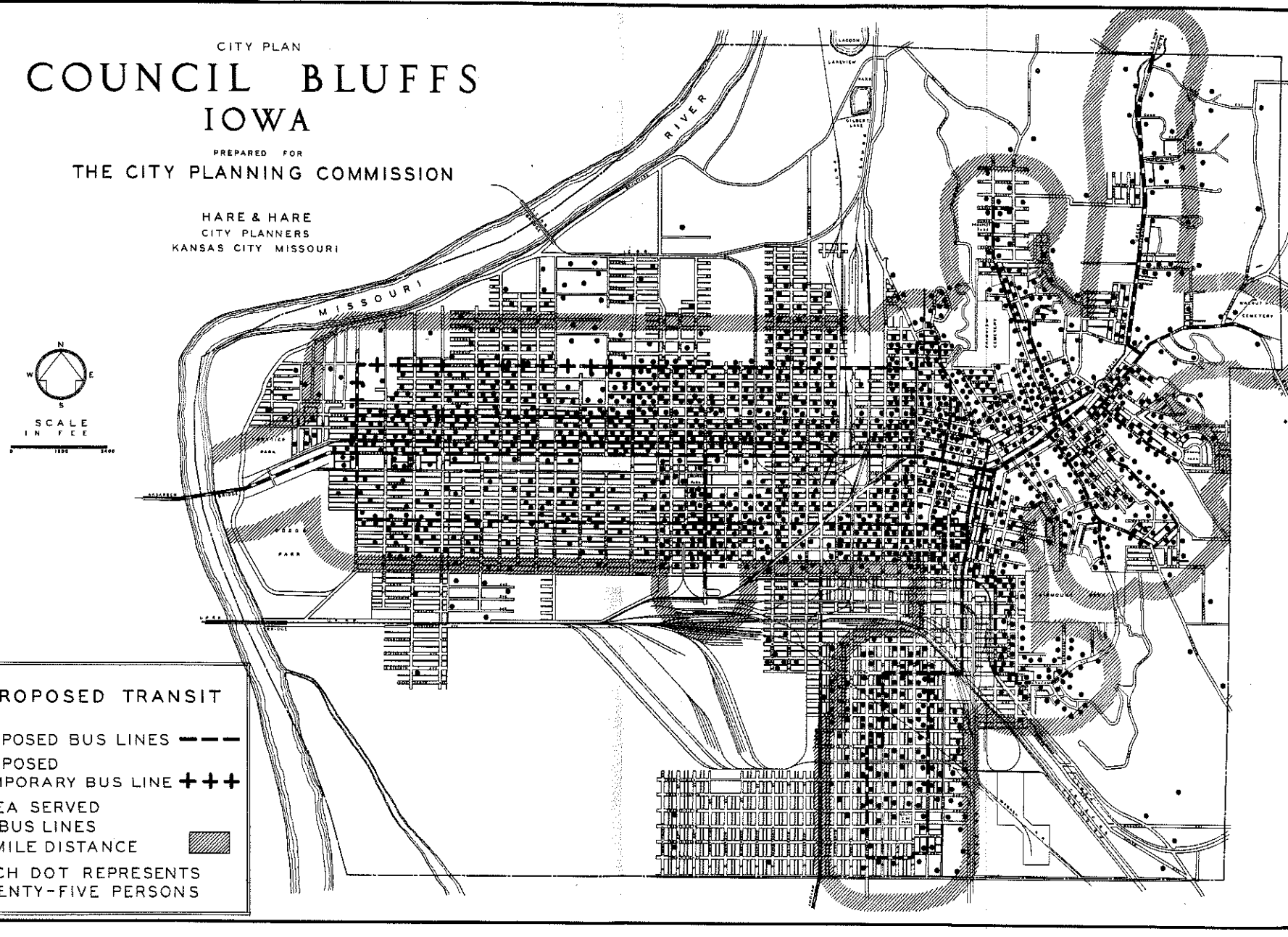
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



PROPOSED TRANSIT

PROPOSED BUS LINES — — —

PROPOSED TEMPORARY BUS LINE + + +

AREA SERVED BY BUS LINES ¼ MILE DISTANCE

EACH DOT REPRESENTS TWENTY-FIVE PERSONS

developed area within the city limits is reasonably satisfactory. The theory upon which this study is based is that there should be a bus line within a quarter of a mile, or five minutes walk, of any well occupied area within the city limits. The area thus served is shown by line shading.

From the standpoint of planning, the use of busses simplifies the problem of transit. Bus routes are flexible, and can be changed from time to time to meet new conditions, and to serve newly developed areas, or to better serve existing developments when new paving is available.

TRANSPORTATION

Council Bluffs has an unusual combination of transportation facilities, with eight railroad trunk lines, eight federal or state highways, and readily available air facilities, as well as potential river transportation, all of which should encourage business and industrial development.

RAILROADS

Council Bluffs ranks fifth in size among the railroad centers in the United States, and is the largest in its population class. Eight major trunk lines radiate from Council Bluffs to all parts of the nation. Council Bluffs is the third largest railway mail terminal. The rail trunk lines are the Union Pacific, Burlington, Chicago Great Western, Illinois Central, Chicago and Northwestern, Rock Island, Wabash, and Milwaukee, with the Missouri Pacific at Omaha.

Plate No. 17, "Railroad Property", shows the location of properties owned by all of the railroads and serves to illustrate how the various lines divide the city into several sections. The majority of the railroad lines are well located to serve present and future industrial areas, and much potential industrial property is in railroad ownership.

The presence of the railroad tracks crossing Broadway are a great hindrance to traffic flow, and many delays are caused during a day. A viaduct between about Tenth and Thirteenth Streets, as shown on the Major Street Plan, would span all of the busy tracks, and practically eliminate the difficulty. The track at Eighteenth Street probably does not carry enough trains to justify a second viaduct.

Another viaduct is proposed on the Major Street Plan for Fifteenth Street south of Ninth Avenue. This viaduct, as well as the one on Broadway, would span all of the tracks leading into the proposed Union Station.

Union Station Site

The only major change in connection with the railroads is the proposal for a union station, shown on Plate No. 18. Council Bluffs now has four separate railroad passenger stations. Travelers could be served with more convenience and economy by a central station, and a more imposing building with a setting which would be a credit to the city would be justified. Very little track readjustment in the various lines would be necessary to provide a joint station, as shown on the plan.

PLATE NO. 17

RAILROAD PROPERTY

The land owned by railroads, is shown in black. Much of this land is available for industrial development.

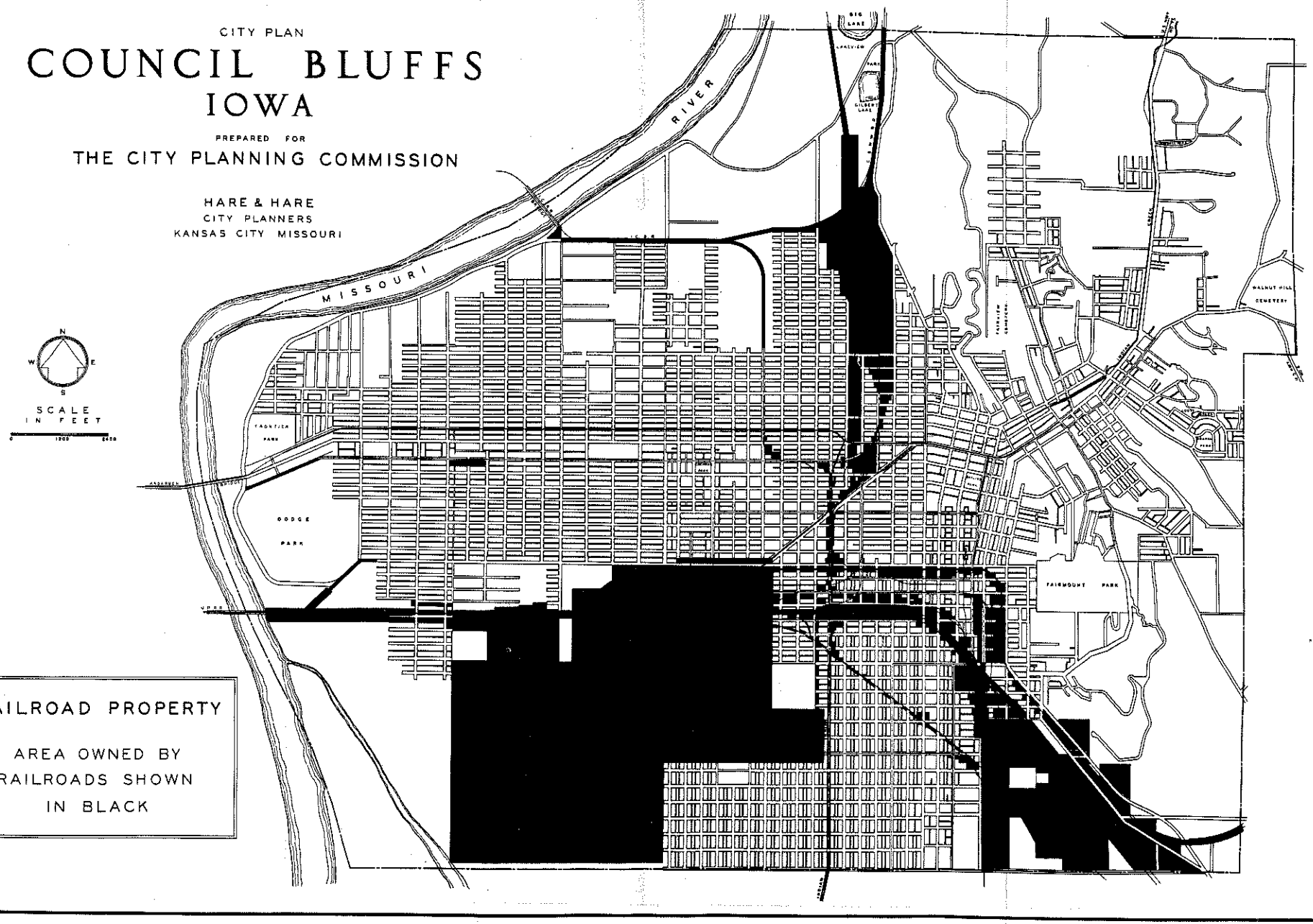
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



RAILROAD PROPERTY

AREA OWNED BY RAILROADS SHOWN IN BLACK

PLATE NO. 18

PROPOSED UNION STATION

This plan shows that a union station could be built, serving the various passenger rail lines, with very little readjustment of tracks.

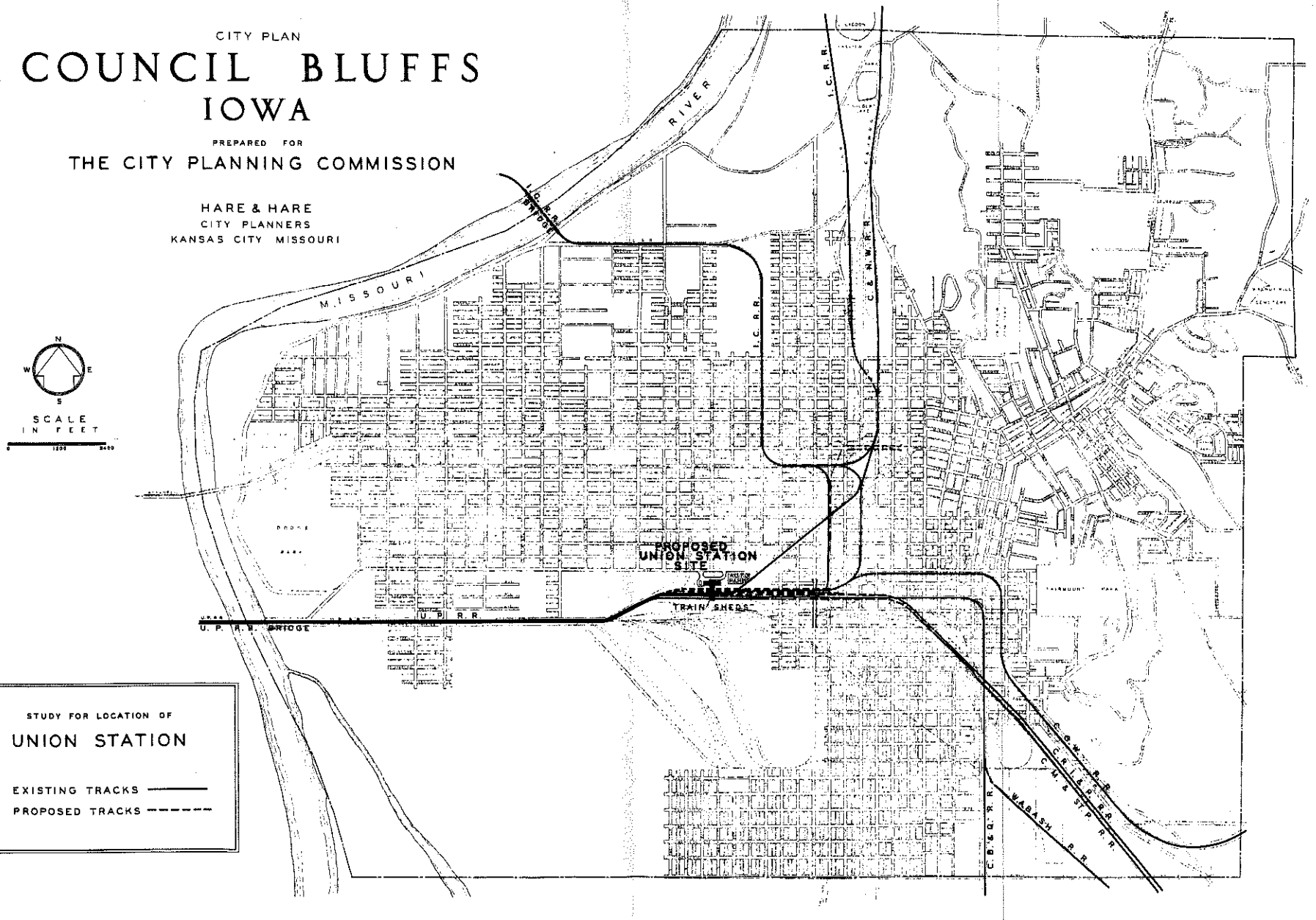
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



STUDY FOR LOCATION OF

UNION STATION

EXISTING TRACKS ——————

PROPOSED TRACKS — — — —

TRUCK ROUTES

Truck service on federal and state highways is most important to the business and industrial activity of Council Bluffs. U. S. Highways Nos. 75, 30A, 6, and 275, and State Highways Nos. 375, 100, 92, and 64 either pass through or serve the city. At the present time trucks using most of these highways go through the center of the business district on Broadway. Of course some of the freight movement originates or terminates within Council Bluffs, but all other truck traffic should be detoured. The proposed highway connections shown on Plate No. 14, while serving all classes of traffic, will be particularly valuable for by-passing trucks.

Trucks entering the city from the northeast could reach the Aksarben Bridge by the route bordering the Missouri River, and traffic entering from the southeast has several by-pass routes leading to the same destination.

AVIATION

The Omaha Airport at the present time is the terminal for the Mid-Continent and United Airlines, and is equipped to accommodate large transport planes. Another airport for this use in the metropolitan area is not justified at this time. If a new bridge near the Illinois Central bridge, as previously mentioned, is built, the Omaha Airport would be more convenient to Council Bluffs.

The Municipal Airport of Council Bluffs is located about three miles southeast of the city, and easily accessible by highway. It is a Class 2 airport, without paved runways, and at present is suitable for

private flying, but not for large planes. Also, it is close to the approach zone of the main runway of the Omaha Airport, about five and one-half miles away, and possible interference in the use of the two should be checked before any further improvements are made.

An overall study of airports in the Omaha-Council Bluffs metropolitan area should be made. If there is need in the future for a separate large airport for cargo service, or non-scheduled flying, the large flat valley southwest of Council Bluffs might provide a suitable location.

RIVER NAVIGATION

With the continuing development of the Upper Missouri River, and the resulting stabilization of its flow throughout the year, an increase in river navigation can be expected. This may properly offer an opportunity to Council Bluffs for increased industrial development. For a considerable distance, the river is adjacent to potential industrial area, and at this point Council Bluffs is on the outside of the bend which is the deep side most suitable for wharves. There is now a six foot channel as far as Omaha, with scheduled service on Federal Barge Lines. Omaha has established a municipal wharf, and Congress has authorized a nine foot channel to Sioux City.

PUBLIC PROPERTY

One of the greatest opportunities to render a service to the community is through the adequate provision for, and the careful planning and maintenance of, the public properties of the city. Attractive public buildings and well maintained schools, playgrounds and parks, indicate a high standard of civic pride, and make a city a more desirable place in which to live.

CIVIC CENTER

The design and setting of various public buildings, and the development of other publicly owned property can contribute much to the beauty, dignity and individuality of a city. In cases where it is reasonable to locate several such buildings in one group, there is a cumulative value in the beauty produced, as well as practical convenience in cases where the buildings have related activities. Many cities have given serious study to the grouping of buildings into a so-called Civic Center, and in some cases in both small and large cities, have produced imposing results.

Administrative buildings for a municipality should be located conveniently to the central business section, where they can be easily reached from the residential areas. The present permanent location of Council Bluff's City Hall, Library, and Court House meets this requirement. While the space available does not offer the opportunities for an extensive or elaborate grouping, it can provide both beauty and utility at a minimum of cost. A study has been made, (Plate No. 19), which shows the present City Hall, with a possible extension to the south, and the location of an Auditorium immediately across Main Street to the east. With the removal of some older buildings south of the City Hall, and an ornamental treatment of the triangular area, a pleasing open setting and imposing approach from the south can be secured. The open area in Bayliss Park will become in effect a part of the Civic Center on the north, and will be increasingly surrounded by semi-public buildings.

PLATE NO. 19

CIVIC CENTER

This plan shows a grouping of the present City Hall, Court House, and Library, with a proposed Auditorium, into a convenient and attractive Civic Center.

Should the City Hall become overcrowded, the police department might be housed either in connection with the proposed Auditorium, or in a separate building located possibly in relation to the Civic Center group.

PARKS, PARKWAYS AND RECREATIONAL AREAS

The Value of Parks

An adequate system of parks, parkways and play areas is a very tangible asset to a city. This is being recognized more each year as the value of both active and passive recreation for various age groups is given greater emphasis. Shorter working hours now permit more time for play, and higher incomes provide greater freedom and opportunity to purchase play equipment.

Parks and Recreational Standards

The amount of park area needed by a community should be related both to the population and the area to be served. No standard can be universally applicable, but one that is quite generally accepted, calls for at least one acre of park land for every one hundred people in the community. Outlying parkways and forest preserves are usually not counted in this minimum standard. Another standard sometimes used is approximately ten percent of the area of the city for parks, recreational and scenic areas.

A complete park system for a city the size of Council Bluffs should normally include several large parks; a system of parkways; neighborhood parks, perhaps preserving local areas of beauty, but in any case providing tree, shrubbery and lawns; local playgrounds and playfields; and perhaps some squares or small ornamental areas. Often playground and playfield facilities are included in neighborhood parks.

Partial view of Court House, with obstructing buildings.

Picture of the Court House, with corner of City Hall, showing buildings which should be removed to provide an open and related grouping of public buildings.

Authorities agree that playgrounds should be located so that every child will be within one-half mile of such a play area, one quarter mile being preferable for smaller children. However, playfields, suitable for larger children and adults, have an effective radius of one mile.

Existing Parks, Parkways and Recreational Areas

The accompanying schedule, Table No. II, lists the existing properties under the control of the Park Board, and Plate No. 13, the Major Street Plan, shows their location and relation to various sections of the city. In order to analyze future needs, these parks have been classified as to their size and general purpose. A brief description of each follows:

TABLE II

EXISTING PARKS AND PARKWAYS

NAME	LARGE ALL CITY	SMALL LOCAL	PLAZA	PARKWAY
Dodge	225 A.			
Levee Blvd, Parkway				132 A.
Lakeview Park	145 A.			
Fairmount Park	74 A.			
Frontier Park	30 A.			
Cochran Park		3.6 A.		
Graham Park		2.7 A.		
Cook Park		2.8 A.		
Bayliss Park			3.6 A.	
Lincoln Park		2.4 A.		
Kimball Park		1.6 A.		
Prospect Park		2.0 A.		
Rainbow Drive				12 A.
Reservoir Park (On Water Works Property)		2 A.		
South Side Park		2.5 A.		
Sky Line Drive				12 A.
Greenwood Park	40 A.			
	514 A.	19.6 A.	3.6 A.	157 A.

Note: Acreage approximate.

Dodge Park. This large and attractive park at the west end of the city, on account of its level terrain, is best adapted to large scale recreational use. It is a logical location for the municipal golf course now located in the park. However, by proper planning this much area should also provide space for other games, such as baseball, softball, volley ball, tennis, badminton, etc., as well as a complete local playground. At present the only play facilities of the park are the golf course and play equipment for small children. It is most unfortunate that the area along Broadway, between Dodge and Frontier Parks, is not publicly owned. It could provide a most beautiful and unique parkway entrance to the city, which could become nationally recognized. It is omitted from the plan only because of the value of the land involved.

Levee Boulevard Parkway. This land, undeveloped now, can be effectively used in two ways. A major thoroughfare can be developed, as shown on the Major Street Plan, forming a by-pass route around the city and the level land between the levee and the river can be used for playfields and for recreation requiring large areas. Development will have to be of a type that would not be seriously injured by flood water.

Lakeview Park. This land is now being used principally for a sanitary fill, but when the proper grade has been established it will make a very satisfactory park and playfield.

Fairmount Park. This park is the outstanding public scenic area of the city. In fact it would be a credit to any city. Because of the very rough topography, its principal use is for picnicking and passive recreation. The roads should be made more permanent and more provision should be made for parking and picnic facilities. More parking will particularly be needed for the outdoor theatre in the park.

Frontier Park. The principal use of this area is as a Fairground. The race track, grandstand, and service buildings, take up most of the available space, but perhaps by careful planning greater efficiency and a more attractive general appearance might be effected. Some parts of the grounds might be developed for recreational use at times when the Fair was not in operation.

Cochran Park. This neighborhood park is in a location where it can be very useful. It has been recommended that the new Second Avenue School be placed on the block south of the park. By locating the school next to the park, the efficiency of both areas is increased. The school playground can be used for active play, and the park retained as an attractive foreground to the school, with trees, shrubs, flowers, benches, etc.

Graham Park. This natural draw, although unsuitable for extensive recreation purposes, makes an attractive spot for picnicking and for small children's play apparatus. Properly maintained, such a park is an asset to a neighborhood.

Cook Park. A steep hillside between two roadways in a residential district has been preserved in its natural wooded condition. While of little recreational value, it is a good example of the public use of land that might otherwise be a detriment to the neighborhood.

Bayliss Park. On account of its location adjacent to the central business district, and the public and semi-public buildings, this park is most valuable as an ornamental square. Its principal use should be providing a relief from the congestion of the business district. Green lawns, trees, shrubs, flowers, seen from broad walks with plenty of benches, are of more value here than provision for active play.

Lincoln Park. This 2.4 acre tract has considerable scenic value, as it contains an outlook point from the bluffs overlooking the level eastern part of the city. It contains a monument commemorating Abraham Lincoln's visit to the city.

Kimball Park. This parkway strip between two roadways is attractive, and has some play equipment for small children.

Prospect Park. A very attractive local picnic park on a side hill. It has a recreation building used by the Girl Scouts, but little opportunity for active recreation.

Reservoir Park. A small tract on Water Works property at Thirty-eighth Street and Avenue "H", primarily of value as a small children's playground and local picnic area.

South Side Park. Contains a small shelter and a picnic oven, and is partially wooded. Has no play areas or equipment.

Sky Line Drive. This parkway drive along the ridge in the southeasterly section of the bluffs area commands a beautiful view of the flat valley land to the east, south and west. In making recommendations later for future park acquisitions, the city is urged to acquire the steep hillsides on both sides of the drive, so as to protect the drive from unsightly encroachments, and to preserve the views out.

Greenwood Park. This 40 acre park, under the control of the Park Board, lies north of Lakeview Park. It is on the down slope from the Lewis and Clark Memorial, and while not within the city limits, is available for public use, and should therefore be considered as part of the system of parks for Council Bluffs. Greenwood Park is not familiar to many of the citizens, but with the addition of picnic and recreational facilities should become a very popular area.

Summary of Present Parks and Playgrounds

The above description and the table of existing park properties show that Council Bluffs has a very satisfactory total acreage in the four large parks in the north, west and southeast edges of the city. However, a great deficiency is shown in local parks, playgrounds, and playfields in the central part of the city. There is an extreme shortage of baseball, softball, and outdoor game areas, and no public tennis courts were found. These needs have been considered in the recommendations for new parks.

PROPOSED PARKS, PARKWAYS AND PLAYGROUNDS

On the plan showing the proposed Major Street System (Plate No. 13), there are shown the proposed as well as the existing parks and parkways. The proposed parks are also listed on Table No. III. A description of these areas follows:

SKY LINE DRIVE PARK

As mentioned previously, the recommendation is made that the sharply sloping wooded hillsides on either side of the present Sky Line Drive be acquired for public ownership, in order to protect the natural beauty of the drive, and the outlooks from it. The area is rather large, but the cost of acquisition should be low, since the land has little value for private use. The maintenance cost should also be low, as it could be kept very largely in its natural state, except for additional plantings of native flowering trees and shrubs.

Southwest from Lincoln Tablet, Lincoln Park

West from Lincoln Tablet in Lincoln Park

This and the view on the preceding page are typical of the scenic outlooks which can be preserved from parks on the upper levels.

TABLE NO. III

PROPOSED PARKS, PLAYGROUNDS AND PLAYFIELDS

NAME	LARGE PARKS	LOCAL PARKS AND PLAYGROUNDS
Sky Line Drive Park	140 A.	
Rainbow Drive Park	280 A.	
Park at N. 35th Street and Avenue H		10 A.
Park at N. 25th St. and Avenue J		13 A.
Park at N. 10th St. and Avenue G		6 A.
Park at S. 12th St. and 16th Ave.		7 A.
Park at S. 8th St. and 29th Ave.		10 A.
Park at S. 20th St. and 26th Ave.		12 A.
Park at S. 29th St. and 12th Ave.		15 A.
TOTAL	420 A.	73 A.

Note: Acreage approximate

RAINBOW DRIVE PARK

This beautiful drive along the top of the bluffs in the northeasterly section of the city should be made more secure by the acquisition of enough abutting land to protect the views. Like the Sky Line Drive Park, the land is too rough for active recreational use, but it would be extremely valuable as a scenic drive and for picnicking. The acquisition and maintenance cost of this land should also be fairly low. Several homes have been built recently along this drive, and these will have to be left out of the area purchased. If the land is not acquired soon, more of the most useful land along the drive will be lost for public use.

PARK AT NORTH THIRTY-FIFTH STREET AND AVENUE H

This slightly rolling land of about ten acres in the northwest part of the city, is open except for a few large Cottonwoods, and would be particularly well adapted for local park and playground use.

PARK AT NORTH TWENTY-FIFTH STREET AND AVENUE J

This open field of about 13 acres is well located to be developed as a playfield for the northern part of the city. It should have ball diamonda, tennis, basket ball and volley ball courts, as well as space for such adult games as horseshoes, shuffleboard, and croquet. It should also have play equipment for small children and a picnic shelter and tables.

PARK AT NORTH TENTH STREET AND AVENUE G

This small vacant tract is about the only land in that section of the city which is available for park use, and it should be acquired before it is developed in other ways. It is suitable for a local park and playground.

East from Fifteenth Street near Illinois Central Railroad at north edge of city, showing the wooded hill which should be partially acquired and preserved along Rainbow Drive.

PARK AT SOUTH TWELFTH STREET AND SIXTEENTH AVENUE

This open flat land would make a very satisfactory local park and playground for that vicinity.

PARK AT SOUTH EIGHTH STREET AND TWENTY-NINTH AVENUE

This outlying tract of about 10 acres should be acquired for future development when the population in the neighborhood justifies it, but before the opportunity is lost. It would accommodate both playground and playfield activities, placed in attractive park surroundings. A site south of South Side Park, previously considered, has already been developed in houses.

PARK AT SOUTH TWENTIETH STREET AND TWENTY-SIXTH AVENUE

This level vacant land of about 12 acres should be acquired, but, like the tract previously described, would not need to be developed as soon as more centrally located areas.

PARK AT SOUTH TWENTY-NINTH STREET AND TWELFTH AVENUE

This is a tract of about 15 acres, and would be large enough to be developed as a major playfield for the southwest part of the city. The development should be about the same as recommended for the proposed park at North Twenty-fifth Street and Avenue J.

SUMMARY OF RECOMMENDATIONS FOR PARK ACQUISITION

Aside from the land adjacent to Sky Line and Rainbow Drives, the recommended land acquisition is all for local parks, playgrounds and playfields selected so that they will supplement the present local parks, and make a fairly complete system according to accepted park standards. The locations suggested are in some cases approximate, indicating

Type of naturalistic parkway which might be applicable to some areas in Council Bluffs.

a neighborhood to be served. Should the land shown on the plan become difficult to purchase, or unduly expensive, land in the immediate vicinity could be substituted.

While the city now has about 680 acres of public open space for parks and recreation, only twenty-three acres is in smaller or local parks. The remainder is in Dodge Park and Fairmount Park, both very useful areas; in undeveloped land at the west, outside the levee and at the north, now used as a sanitary fill; and in Frontier Park, at present not available for park use; and in Greenwood Park north of the city. The 680 acres is above the minimum standard, based on population, but well below ten percent of the total city area.

The proposed acquisitions include a total of about 493 acres, of which only 73 acres are for local parks and play areas. The remaining 420 acres is broken, picturesque land adjacent to Rainbow and Sky Line Drives. Most of this rough land is of low value, and like parts of Fairmount Park, would require little maintenance.

The total of present and proposed parks, approximately 1175 acres, would be a little more than ten percent of the city area. While more than twice the area based on the minimum population standard, it is comparable on a per capita basis with many cities where scenic land on the outskirts is included, and in the case of Council Bluffs seems well justified.

SCHOOLS

Objectives in Site Studies

Because schools are the common concern of nearly every family, and because they greatly influence the lives of future citizens, it is important to give them consideration in a comprehensive planning program. The following information included in this report should be of aid to the school authorities in planning for future development.

1. Consideration of Accepted Standards in Site Selection.

2. A statement of approved standards for school site development.

3. A study of the residential development of the city, and a forecast of the probable population requirements.

4. Maps showing present and proposed park and recreational facilities, and the major street system of the city, for correlation with the school sites.

5. Recommendations for extensions of existing school sites, and proposed new sites, suggested as a result of the above information, and shown on the maps of schools, Plates Nos. 22 and 23; also 25 and 26.

No attempt has been made to analyze in detail the adequacy or efficiency of the buildings, as this is a specialized problem in itself.

Accepted Standards in Site Selection

A number of factors control the location of schools, and have a great influence upon the effectiveness of the school program. The spacing of schools throughout the city is determined principally by setting a maximum travel distance for the pupils. In cities where there is sufficient density, a maximum travel distance is usually set at one-half to three-quarters of a mile for elementary pupils, one mile for Junior High pupils, and two miles for Senior High pupils.

Directly related to this is the question of the most efficient size for schools. School planning authorities have stated that there is a great waste of money, and a less complete service rendered in elementary schools which have less than five hundred pupils. Junior and Senior High Schools, on account of the variety of courses offered and the special equipment needed, should be considerably larger, with a desirable maximum size of about as many as 1500 pupils. In smaller cities the size of High Schools is actually determined by the total number of pupils, rather than by standards set by the spacing of schools.

The spacing of schools, to allow larger enrollment per school, makes it more necessary to provide larger sites, in order to give sufficient playground area. It is now considered that elementary schools should have sites of not less than five acres, and the Junior and Senior High Schools should have sites of ten acres or more, preferably twenty to thirty acres for a Senior High School. In solidly built areas, it is not always possible to secure sites this large, without too great an expenditure of funds, but the standard should be followed wherever practical, particularly with new sites in outlying areas.

Elementary schools should ideally be located away from major streets, and where pupils will not have to cross such thoroughfares en route. This is not always possible, but should be an influencing factor in the site selection.

It is obviously not practical to select sites for all of the schools that will meet all of the above standards. In a thinly populated area, it may be necessary for pupils to go more than the desirable distance to a school that is smaller than the most efficient size mentioned. But by careful balancing of the standards, a reasonably satisfactory solution can be worked out.

Approved Standards for School Ground Development

The location of the building, with its walks, drives, lawns, paved game areas, and playfields, and tree and shrub planting, should be carefully studied to provide the most efficient and attractive use of the site. It is often possible, by careful planning, to make a reasonably satisfactory school ground from even a rather small site. However, Plate No. 20 shows the complete development of an adequate elementary school ground. It consists of a parklike front lawn with adequate walks, large paved play areas for intensive use adjacent to the rear of the building, including a separate play yard for children of kindergarten age; and a large grass playfield surrounded by a fence, with grass and supporting tree and shrub planting on the outside of the fence. A school ground developed in this manner is not only valuable as a local playground, but is an attractive asset to the neighborhood.

Present Elementary Schools in Council Bluffs

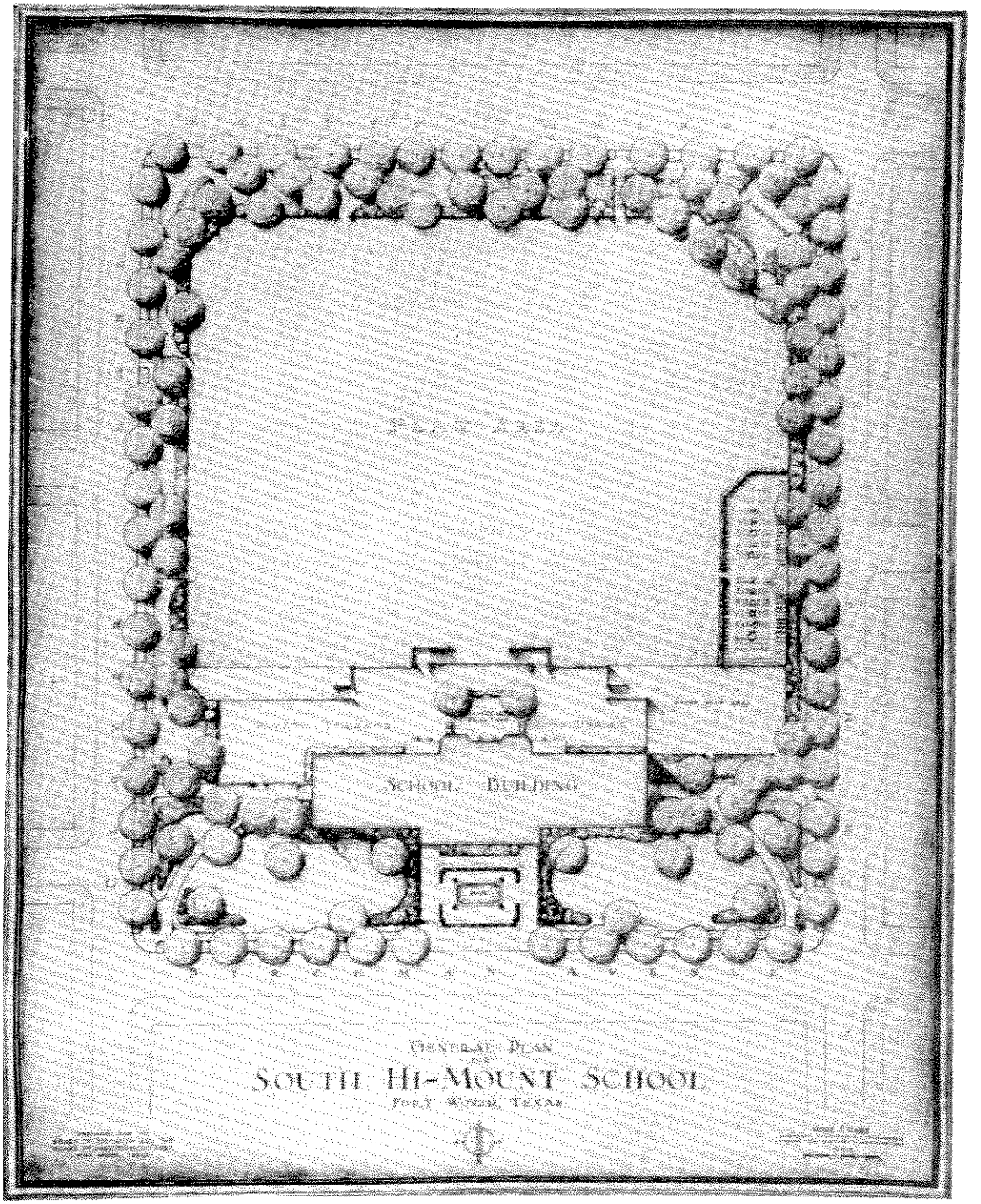
In order to show in a concise way the present status of elementary schools in Council Bluffs, and to summarize recommendations for improvement, a chart, Plate No. 21, has been made, listing the elementary schools, with the attendance in 1949, the time of construction of buildings, size of grounds, the sites recommended to be abandoned, and other related information.

A careful analysis of the situation, and conferences with school authorities, have revealed certain defects, and as a result recommendations for changes in the school system have been made. Mr. Russell J. Mourer, Superintendent of Schools, has for several years recognized the need of improvements, and on November 18, 1948, the Board of Education issued a

PLATE NO. 20

TYPICAL ELEMENTARY SCHOOL GROUND

This plan shows an ample elementary school ground, with ornamental foreground for building, together with fenced play areas and lawn, tree, and shrubbery. Such a development is an asset to the neighborhood.



GENERAL PLAN

SOUTH HI-MOUNT SCHOOL

FORT WORTH, TEXAS

PLATE NO. 21

CHART OF ELEMENTARY SCHOOLS

This chart shows attendance at the various elementary schools, together with time of construction of buildings, size of grounds, sites recommended to be abandoned, and other related information. This shows that most of the buildings are quite old.

ELEMENTARY SCHOOLS

NAME OF SCHOOL	ATTENDANCE 1949	BUILDINGS: TIME CONSTRUCTED (1880 1890 1900 1910 1920 1930 1940 1950)	BUILDINGS: TO BE ABANDONED	BUILDINGS: PROPOSED ADDITION	BUILDINGS: PROPOSED BUILDING	GROUNDS: PRES. SITE AREA	GROUNDS: EXTEN. RECOM.	GROUNDS: NEW SITE. RECOM.
AVENUE B.	437	58 YRS.	X			1.7		
ADDITION		46						
BLOOMER	551	26				2.4		
DODGE	262	66				1.2		
EIGHT STREET	281	84				1.7	1.9	
ADDITION		50						
ADDITION		35						
FRANKLIN	515	52	X			3.7		
ADDITION		34						
ADDITION		20						
GUNN	115	26				1.3	1.7	
HARRISON	135	NO DATA				2.6		
HOOVER	UNDER CONSTRUCTION				X	6.9		X
LONGFELLOW	794	11				2.5	1.7	
McMILLEN	241	72	X			1.3		
ADDITION		35						
MADISON	169	58				1.4		
ADDITION								
OAK	144	42	X			1.0		
PIERCE	309	66	X			0.8		
ADDITION		34						
ROOSEVELT	421	42				2.3	2.2	
ADDITION		37						
ADDITION		21						
RUE	385	26		X		2.7	3.1	
ADDITION		42						
ADDITION		14						
SECOND AVE	574	59			X	2.0	2.6	
ADDITION		NO DATA						
ADDITION		33						
ADDITION		14						
WALNUT GROVE	212	24		X		2.5	2.8	
WASHINGTON	390	62 YRS	X			1.6		
ADDITION		NO DATA						
TOTAL	5935						16.0	

statement listing the initial steps for a School Building Program. The Herbert C. Hoover School, an attractive building on a seven acre site, is now under construction as the first unit of this program.

Age of Buildings

The McMillen School building, the oldest in the city, was built seventy-two years ago, and the original buildings of Avenue B, Dodge, Eighth Street, Franklin, Madison, Pierce, Second Avenue, and Washington Schools are all over fifty years old, and are still in use. While additions and some main buildings were added later, the average age of all the buildings and additions is thirty-nine years. It is obvious that a varied educational program, adopted to 1950, cannot be taught efficiently in buildings constructed in 1911. The building program is badly needed.

The Number of Elementary Schools

Seventeen elementary schools are now in operation, with a total attendance in 1949 of 5,935 pupils. This is an average of 349 pupils per school. As stated previously, schools having over 500 pupils are more efficiently operated than those having smaller attendance. The same number of pupils could be more satisfactorily taught in twelve school buildings of the proper size. Plate No. 22 shows that the present schools are needlessly close together. Plate No. 23 shows that a reasonably satisfactory spacing could be secured if six schools (Avenue B, Franklin, McMillen, Oak, Pierce and Washington) were abandoned. This plate also shows proposed additions to grounds and future sites. When the Hoover School, now under construction, is completed, there would then be twelve that would be in use. A new building to replace the present one is also

PLATE NO. 22

EXISTING ELEMENTARY SCHOOLS

This map shows present elementary school property, with one-half mile circles. The overlapping of these circles is very evident.

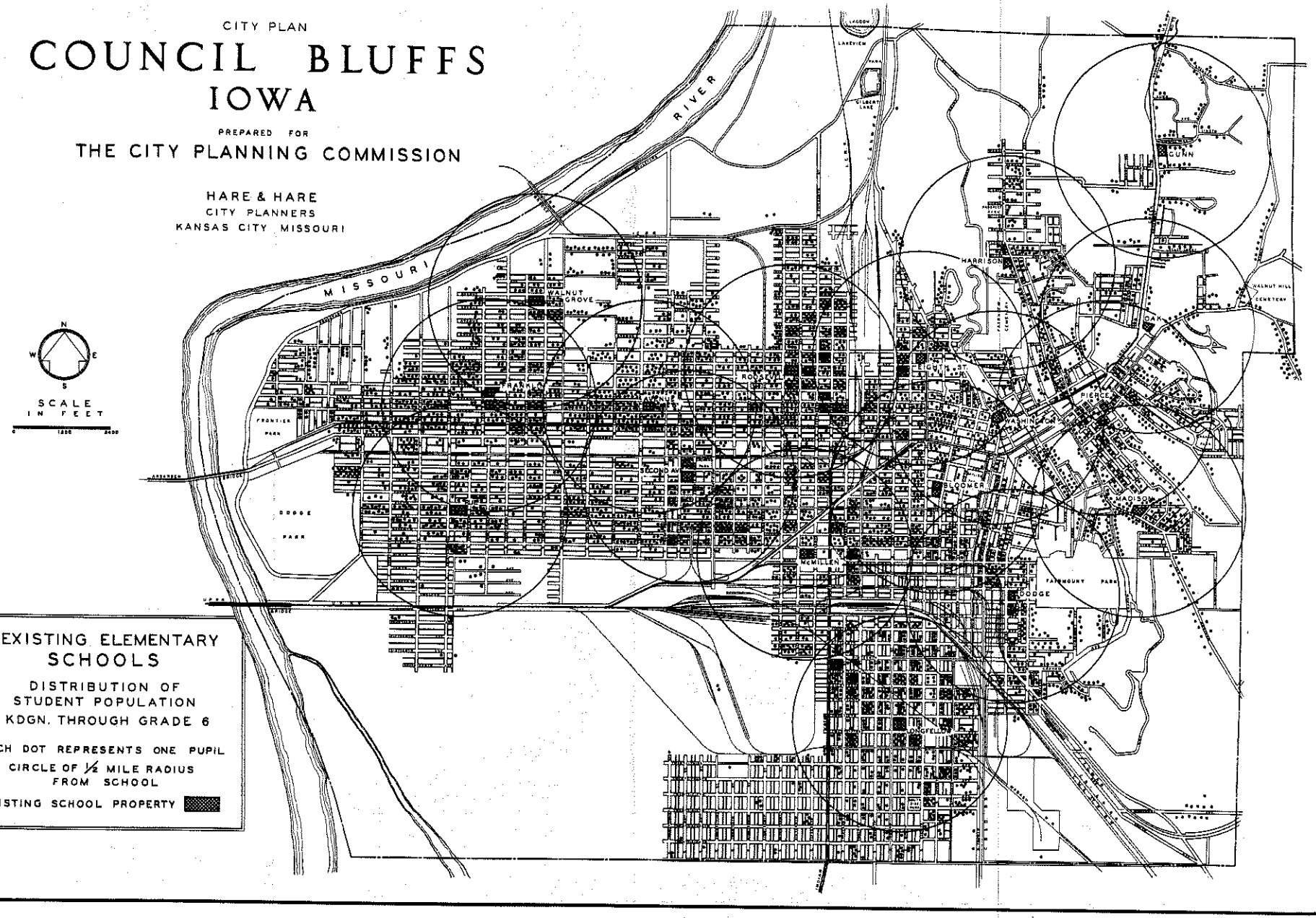
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



EXISTING ELEMENTARY SCHOOLS

DISTRIBUTION OF STUDENT POPULATION

KDGN. THROUGH GRADE 6

EACH DOT REPRESENTS ONE PUPIL

CIRCLE OF ½ MILE RADIUS FROM SCHOOL

EXISTING SCHOOL PROPERTY

PLATE NO. 23

ELEMENTARY SCHOOLS

This map shows both present and proposed elementary schools, as well as existing schools to be abandoned. The overlap of the one-half mile circles is considerably reduced from that on Plate No. 22.

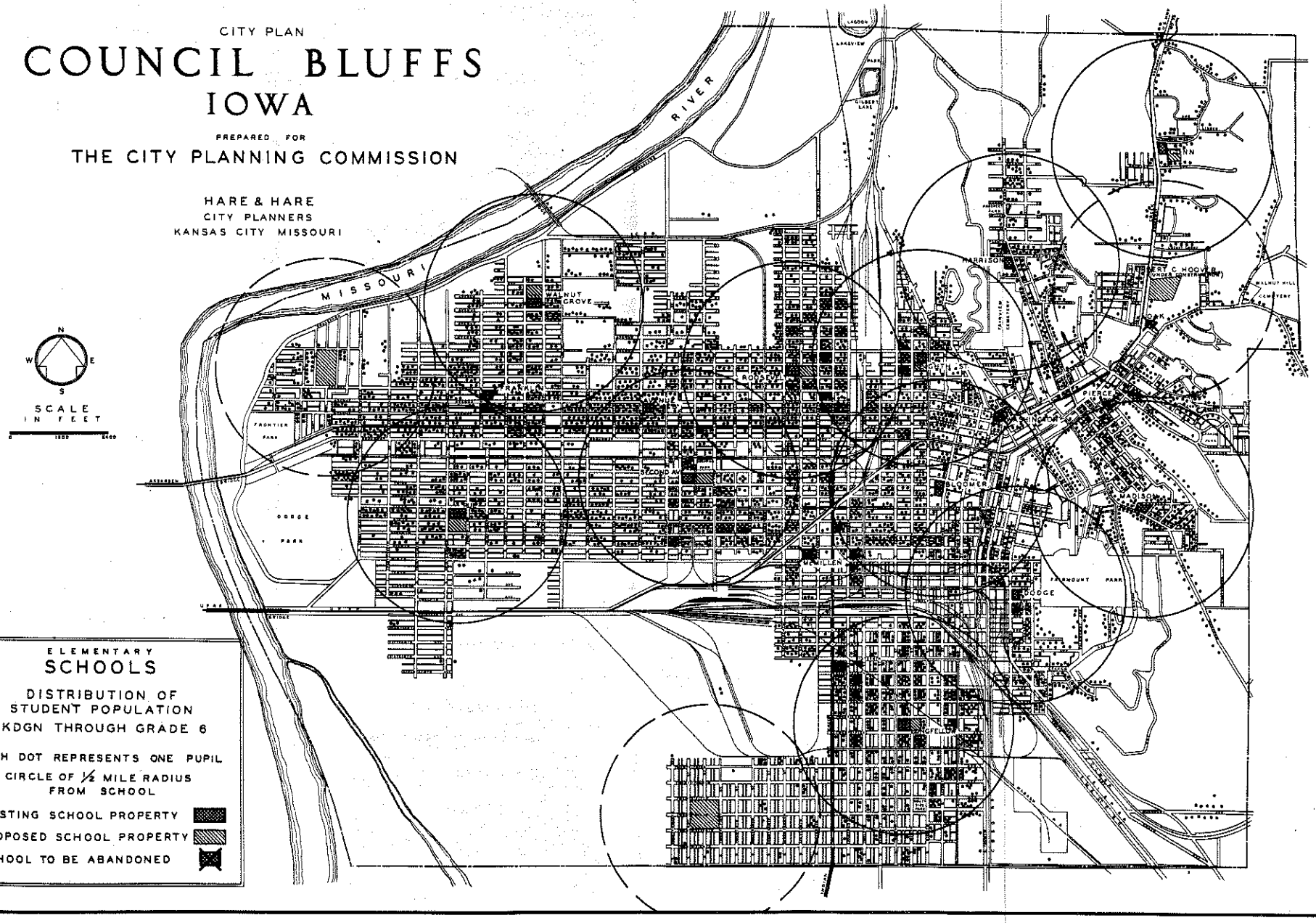
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



ELEMENTARY
SCHOOLS

DISTRIBUTION OF
STUDENT POPULATION
KDGN THROUGH GRADE 6

EACH DOT REPRESENTS ONE PUPIL

CIRCLE OF ½ MILE RADIUS
FROM SCHOOL

EXISTING SCHOOL PROPERTY

PROPOSED SCHOOL PROPERTY

SCHOOL TO BE ABANDONED

recommended for Second Avenue School, on an extension of the grounds including the block east of the present site. Additions to present buildings are recommended at Rue and Walnut Grove Schools, which, with the two new buildings, would help to take care of the additional children from the schools to be abandoned.

The Size of School Sites

The seventeen existing elementary schools have a total site area of 32.7 acres, or an average of 1.92 acres per school. These small sites are far below the standard of five acres per school mentioned previously. The six schools which are recommended for abandonment are on sites that average only 1.6 acres per school. A study has been made of property that could be most cheaply procured adjacent to the twelve remaining schools, and a number of recommendations for extensions to the grounds have been shown on the chart and Plate No. 23. Extensions of seven grounds are recommended, totaling 16 acres. This would make the twelve schools, to be retained, have a total site area of 45.5 acres, or 3.79 acres per school. While this acreage is not as large as desirable, it would be a great improvement over the present conditions. Also on Plate No. 23, two outlying sites of 9.7 and 12 acres, one in the northwesterly section and one in the south central area, are suggested for acquisition for future use. If they were later put to use, the fourteen schools would have a total site area of 67.2 acres, or 4.8 acres per school. The large sites would not be of as much value to the system as though the smaller sites were increased, but they could be used for general playfields, and thus serve all the schools in the city in recreational programs.

Present High Schools

A chart has been prepared (Plate No. 24) showing the same data for the High Schools that was shown on the Elementary School Chart, and Plates Nos. 25 and 26 show the location of pupils of Junior and Senior High School age in relation to the existing High Schools. At present the school system is operating with eight years in elementary schools and four in high schools. It is expected that when more urgent needs are met, the more flexible system of six years in elementary school, three years in Junior High School, and three years in Senior High School will be adopted.

Age of Buildings

The high school buildings are of more recent construction and in better condition than the elementary schools. The original building of Lincoln High is fifty years old, but three additions have helped to improve the plant. Jefferson High, with its additions, is a satisfactory high school building. However, the two high schools, with additions, have an average age of twenty-six years, and plans should be made for future improvements.

Number of Schools

The two high schools had a total enrollment in 1949 of 1,671. This is somewhat under the desirable size for senior high schools, but normal growth will probably improve this situation.

Size of School Sites

The Lincoln High School site of 5.7 acres is much too small, but the topography is so rough that more playground seems impossible. The playing field on the top of the hill near the school is undoubtedly a great help in the athletic program. The Jefferson High site of 7.7 acres is

PLATE NO. 24

CHART OF HIGH SCHOOLS

This chart shows attendance at the two high schools, together with time of construction of buildings, size of grounds, and other related information.

HIGH SCHOOLS

NAME OF SCHOOL	ATTENDANCE 1949	BUILDINGS										GROUNDS	
		TIME CONSTRUCTED								TO BE ABANDONED	PROPOSED ADDITION	PROPOSED BUILDING	PRES. SITE AREA	EXTEN. RECOM.
		1880	1890	1900	1910	1920	1930	1940	1950					
JEFFERSON	841					29 YRS.							7.7	
ADDITION							23							
ADDITION							21							
ADDITION								13						
LINCOLN	831					50							5.7	
ADDITION						35								
ADDITION							24							
ADDITION								13						
TOTAL	1672													

PLATE NO. 25

SCHOOLS

DISTRIBUTION OF STUDENT

POPULATION IN GRADES 7, 8 and 9

This map shows location of students of junior high school ages, with one mile circles.

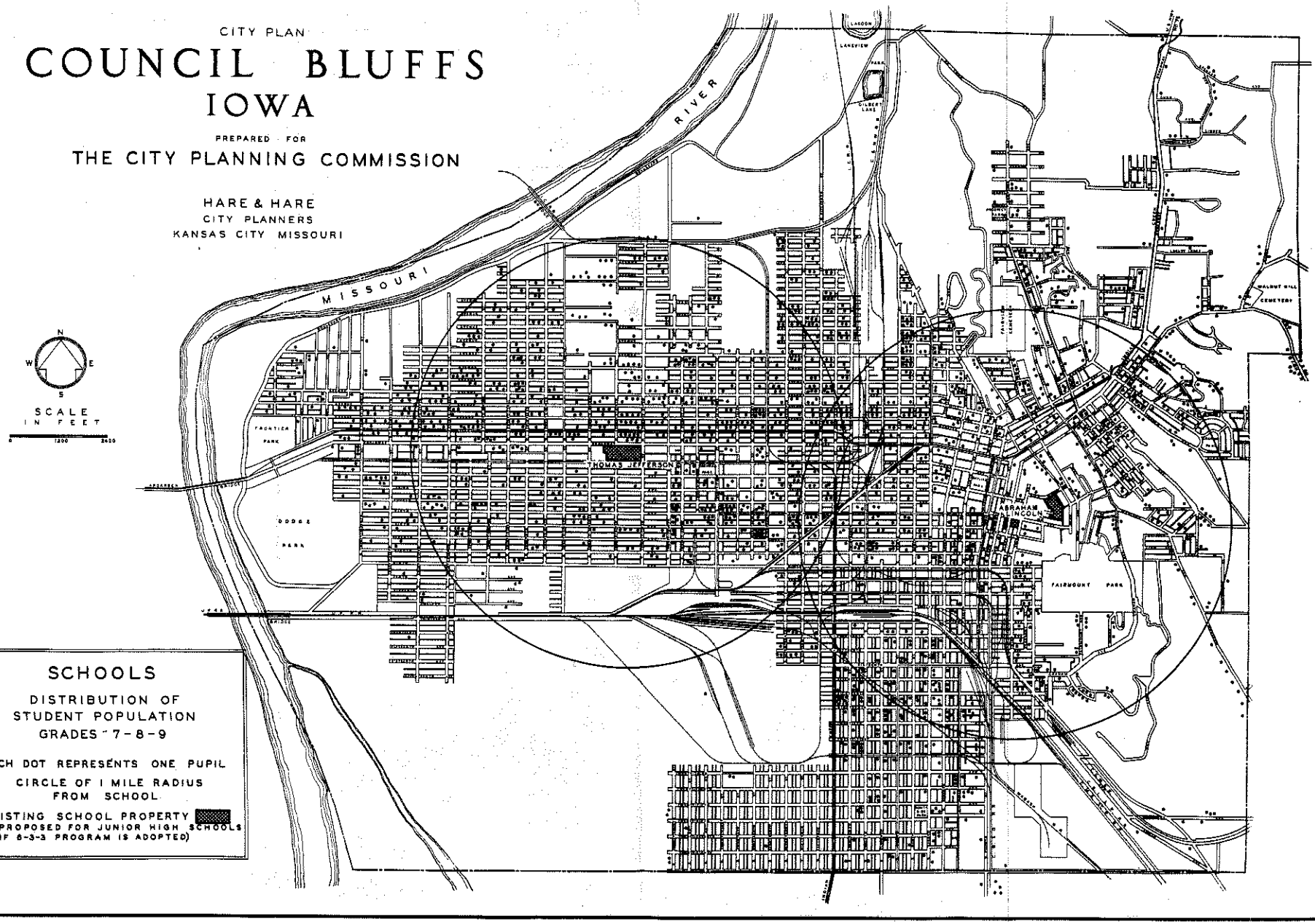
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



SCHOOLS

DISTRIBUTION OF STUDENT POPULATION GRADES 7-8-9

EACH DOT REPRESENTS ONE PUPIL

CIRCLE OF 1 MILE RADIUS FROM SCHOOL

EXISTING SCHOOL PROPERTY

(PROPOSED FOR JUNIOR HIGH SCHOOLS IF 6-3-3 PROGRAM IS ADOPTED)

PLATE NO. 26

SENIOR HIGH SCHOOLS

This map shows location of students of senior high school age, with one mile circles.

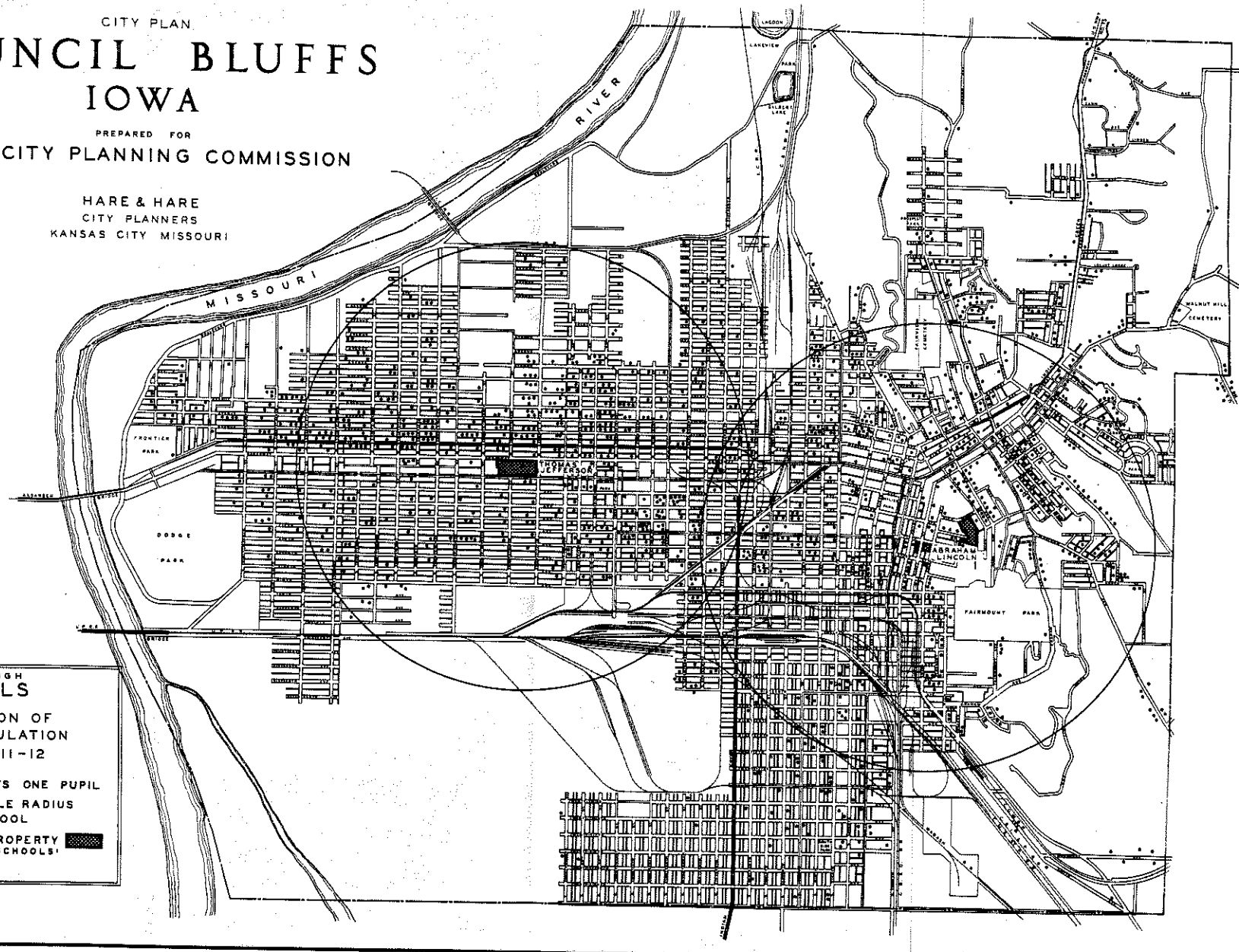
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



SENIOR HIGH
SCHOOLS

DISTRIBUTION OF
STUDENT POPULATION
GRADES 10-11-12

EACH DOT REPRESENTS ONE PUPIL

CIRCLE OF 1 MILE RADIUS
FROM SCHOOL

EXISTING SCHOOL PROPERTY
('PRESENT HIGH SCHOOLS')

more adequate, but is still well below accepted standards for high school sites. However, the acquisition of more area seems impractical at this time.

Recommended Long Range Program for High Schools

The most acute need now is the improvement of the elementary schools. However, the high school problem should be considered fairly soon. If the 6-3-3 program is adopted, it is recommended that the present high schools can be used as Junior High schools, and a new Senior High School be constructed to take care of the last three years. The present High Schools are well located for Junior High Schools, and a new Senior High could then be built. A site of about 30 acres was acquired for this purpose at North Twentieth Street, north of Avenue C, but unfortunately was later ordered sold by vote of the people. While not ideal in every way, this site was centrally located east and west in the city, and had an adequate area, which would be impossible to acquire on any other location. Some arrangement should be made to safeguard this site until the high school problem can be solved.

The Importance of the School Improvement Program

The present school situation and recommendations for its improvement have been considered carefully. Every city has certain problems that need to be given high priority. The schools of Council Bluffs deserve this priority, for they need all the help that can be given them, as upon them rests the responsibility of educating the future citizens.

PRIVATE PROPERTY

Without minimizing the value of an adequate street system, and the proper development of public property, the use and improvement of private property is still a very important phase of city development. Therefore this private property should be under reasonable public control. Ownership of land in a community is a privilege, and should carry with it an obligation to the city as a whole. Consequently any use of private land that is detrimental, either to the best interests of the neighborhood or to the city, violates that obligation. Zoning ordinances and rules controlling the subdivision of land, are for the democratic purpose of securing the greatest good for the largest number of the city's citizens.

Control of purely aesthetic matters, such as the architectural design of private buildings, can be exercised best through private restrictions. The appreciation of beauty cannot be enforced by the use of the police power on which zoning is based. However, a more orderly growth of the community will usually add to its attractiveness. Improvement in the design and care of buildings, and the surrounding grounds, can often be stimulated by neighborhood associations, civic organizations and garden clubs. Such activities not only tend to improve the appearance of neighborhoods, but are of economic value in combating urban blight and the depreciation of values in older sections of our cities. Zoning can retard this blight, but private initiative and cooperative effort are of equal importance in preserving property values.

ZONING

Zoning is the most effective method of public control yet devised for protecting property against invasion of improper uses which would tend to lessen or destroy the value of land or buildings. It is an exercise of the police power of the state, based on the preservation of the health, safety, morals and general welfare of the community. It directs the future building development of the city along orderly lines, stabilizes the residential, commercial, and industrial areas by setting aside special and suitable districts for each of these uses, and in addition assures adequate light and air by regulating the height of buildings in the various districts and by providing for reasonable open spaces in yards.

Zoning is not to be confused with either private restrictions or building codes, since zoning has no control over design of buildings, materials, color or method of construction. In addition to zoning, all future subdivisions should be protected by a set of private restrictions, and the city governed by a suitable building code.

The phenomenal record of zoning in the United States has probably been due to the equitable provisions and safeguards included in the enabling acts and ordinances. For example a zoning ordinance can be amended from time to time by a majority of the City Council, except that under the provisions of the state law, if twenty percent of the people within or adjacent to the area proposed for change, file a protest, the amendment requires a three-fourths vote. Under the provision for a Board of Adjustment,

variances or variations can be made in the strict application of the law, where such application to individual pieces of property would work a hardship. Zoning is not retroactive, - that is, buildings now used for lawful purposes can remain in such use, even though they are in a district zoned for a higher use. Such buildings are termed "non-conforming". A restriction against lower uses does not limit the inclusion of higher uses in any district. For example, business is restricted from the residential zone, but there is no restriction against a residence in a business zone.

Iowa has a satisfactory state zoning enabling act applying to all cities and towns, and in 1927 a zoning ordinance, with accompanying maps, was adopted by Council Bluffs. This ordinance provided for six districts; one and two family, multiple family, commercial, light industrial, industrial, and open. Two maps were used, one to show use districts, and one to show height and area districts. "Permitted" uses were specified in the residential districts, while in the business and industrial districts "prohibited" uses were listed.

The ordinance was well written for its time, but in the more than twenty years since it was passed, new and in some cases simpler procedures have been developed. It is now customary to use only one map and to describe in the ordinance the complete use, height, and area requirements in each district shown on this map. There is also a trend to specify "permitted" uses for all districts, instead of "prohibited" uses in some. Zoning at best is a complicated procedure to the average citizen, and these changes reduce the confusion in his mind. In addition, newer ordinances require off-street parking in certain districts, and off-street loading in business and industrial districts, and provide for group housing projects.

The zoning situation in Council Bluffs has been completely restudied, both as to map and ordinance. A new land use map was prepared, showing the use of every piece of property in the city, as well as studies of distribution of population, rate and trends of growth, and other applicable information. From these data a new zoning map (Plate No. 27) was prepared, and approved by the Commission. This showed proposed zoning districts throughout the city. In its main provisions, it combined the two separate previous zoning maps, with some changes based on new conditions.

To accompany this map a new ordinance was prepared, incorporating new trends in zoning. This ordinance provided seven districts: single family, duplex, apartments, local business, general business, light industry, and heavy industry. In addition to these seven districts, provision has been made for special uses which would not normally fit into any of the districts.

At the request of the Commission, a second revised ordinance was prepared, which incorporated approximately the same provisions as the first, but which followed more closely the sequence and nomenclature of the present ordinance in effect. There is little choice between the two. The first revised draft is less confusing in that it groups use, height and area in each district, while the second might be more easily enacted by amending sections in the present ordinance, and by adding sections.

Pottawattamie County should take advantage of the state enabling act authorizing county zoning, and enact a county-wide zoning ordinance.

PLATE NO. 27

ZONING DISTRICT MAP

This map shows the various districts into which the city is to be divided, in accordance with the revised Zoning Ordinance.

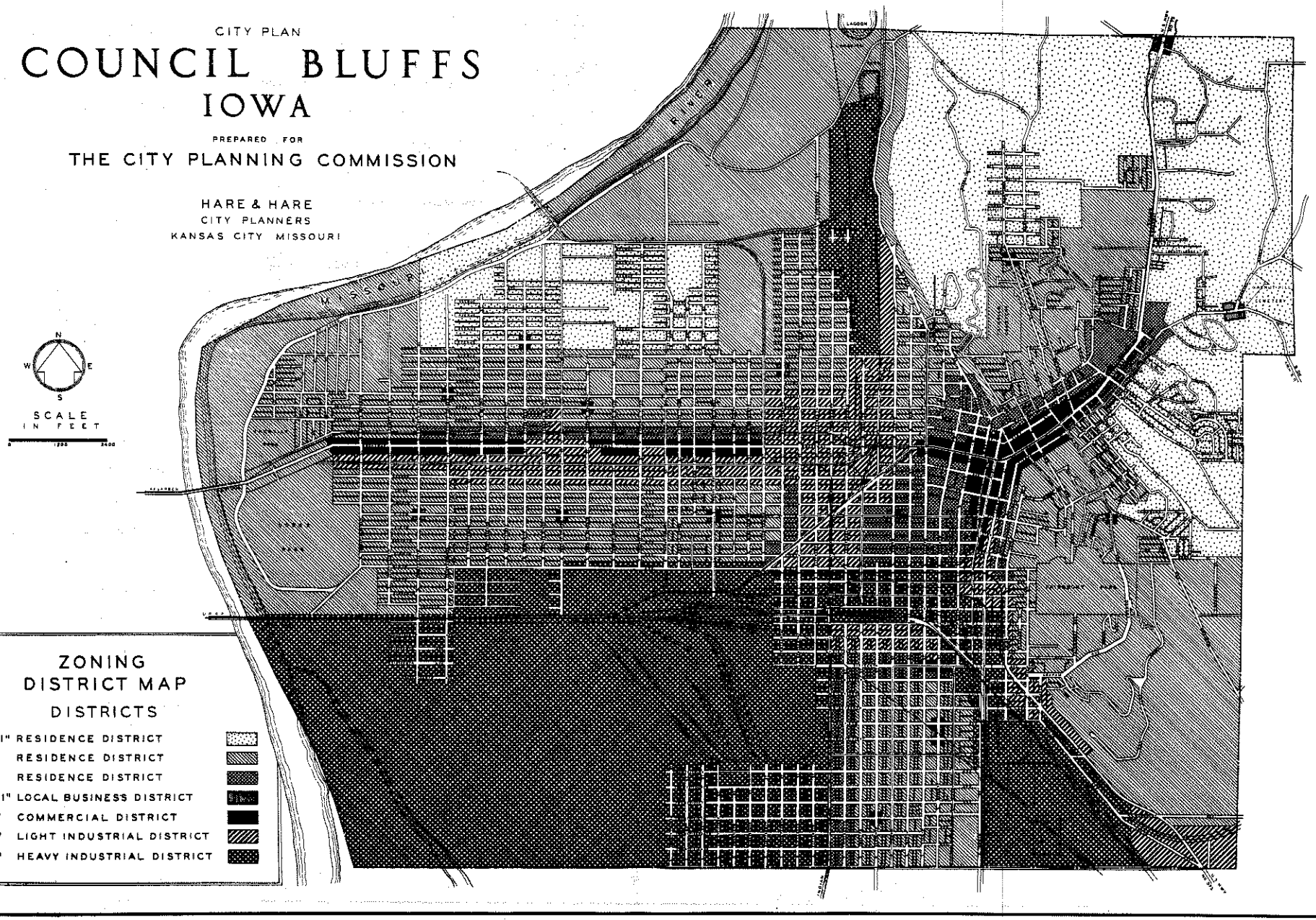
CITY PLAN

COUNCIL BLUFFS
IOWA

PREPARED FOR

THE CITY PLANNING COMMISSION

HARE & HARE
CITY PLANNERS
KANSAS CITY MISSOURI



ZONING DISTRICT MAP

DISTRICTS

- "A-1" RESIDENCE DISTRICT
- "A" RESIDENCE DISTRICT
- "B" RESIDENCE DISTRICT
- "C-1" LOCAL BUSINESS DISTRICT
- "C" COMMERCIAL DISTRICT
- "D" LIGHT INDUSTRIAL DISTRICT
- "E" HEAVY INDUSTRIAL DISTRICT

In the analysis of the land use map, prepared as a basis for rezoning, it was found that there was, in 1947, 25,700 lineal feet of business frontage in actual use, or about .55 foot per capita. The proposed zoning map provides for 24,800 lineal feet of general business, and 21,650 feet of local business, or a total of 46,450 feet. Based on the present per capita use, this would provide for a population of about 90,000. This frontage would be many times that provided in the present zoning map, and would answer any question as to a monopoly in business area. In addition, much retail use could be located in light industrial districts.

CONTROL OF LAND PLATS

Much of the present need for city planning results from the lack of coordination of the street systems of the various land subdivisions. Council Bluffs, in common with other cities, has suffered in this respect. Offset and dead end streets, some of inadequate width and blocks too short, or too long, are some of the results of the failure to guide platting in accordance with reasonable standards and a major street plan. Similar difficulties in the future can be avoided by control of land plats as they are filed. One of the important duties of the Planning Commission should be to report on each new plat submitted for filing, and to make recommendations regarding articulation of streets, width of streets, size of lots, and adjustment to the general city plan. The adoption of a set of rules for land platting by the Council, would provide a guide to prospective subdividers, and outline the requirements for the acceptance of plats.

In anticipation of this step, a set of rules has been prepared and is included in the Appendixes of this report. These rules, together with the Major Street Plan, will form a basis for judging plats presented for approval.

Council Bluffs, in the broken topography of the eastern section, has unusual problems in land subdivision. Much of the area is too precipitous for platting into minimum size lots, and will have to be used either in park land or in larger tracts. Close adjustment to the topography will have to be made in most of the plats. Design of subdivisions has improved greatly in the past decade, and the best planning services should be used in this section.

HOUSING

Council Bluffs is a city composed predominantly of detached houses. There are a reasonable number of duplexes, but relatively few apartments or multiple houses. Single family homes on adequate lots are a basic pattern for wholesome living, and every effort should be made to encourage home ownership as a stabilizing factor for the entire city.

Residential properties in cities can generally be grouped under three classifications:

1. Areas where present houses may be conserved and standards upheld by continued maintenance.

2. Areas where declining property might be reclaimed through unified neighborhood action.

3. Areas which are so substandard that redevelopment will be the only ultimate solution.

Under any of the classifications, the present and future welfare of the neighborhoods is largely dependent on some private group or on municipal action.

In class one and class two areas, neighborhood improvement associations, preferably allied with a city-wide "civic" group, can do much to perpetuate, or encourage good maintenance of yards, as well as houses. New houses are being built in various sections of Council Bluffs, many in what might be considered class two areas. It is important that these houses help to raise the neighborhood standard, rather than that they suffer from their surroundings. Some cities are adopting the so-called "Baltimore Plan" in areas that can still be reclaimed. In that city much progress has been made in declining areas by adoption and strict enforcement of housing and sanitary codes, compelling owners to improve individual properties. In turn this program has had a beneficial effect on whole neighborhoods.

In class three districts, urban redevelopment, either through private or public initiative, is the only solution. Urban blight is one of the most serious problems facing cities. Communities cannot continue to build on the outskirts and abandon older sections close in. Declining values represent a great tax loss, and the taxes from blighted areas do not pay the cost of municipal services.

Urban redevelopment may involve allocation of land for industry or business, parks, etc., as well as for residential use. If the redevelopment is primarily for residential use, certain Federal grants and loans are available, provided the state and city have set up the proper legal

machinery. Under proper legislation, private groups may undertake urban redevelopment through direct or indirect use of the power of eminent domain. Without this power the problem is hopeless. It is difficult to improve the character of a blighted district unless practically all the houses within a reasonable area are replaced at one time, or under one program. As complete voluntary cooperation between various owners is seldom possible, legislation permitting the use of eminent domain under reasonable safeguards is necessary.

While Council Bluffs has at this time few if any areas of great extent which are so blighted as to require complete redevelopment, legislative provision, both in the state and the city, should be made to take care of future needs and opportunities.

P A R T III

PROCEDURE

While the preparation of the city plan and report is important and essential to the adoption of a definite program of civic improvement, it is only the first step toward the realization of the recommendations, which is the ultimate goal of all city planning. The administration of the plan, and the adjustments to changing conditions which will arise from time to time, are the continuing work of the City Planning Commission. Every proposed improvement involving phases of city development covered by the plan and report, should be referred to the Commission for consideration. In this way it can be checked against the recommendations of the city plan, and either approved, or adjustments in the plan or project made. By this method the plan is kept up to date, and the improvements can conform to a definite program.

Close cooperation between the City Council, the administrative officials, and the Planning Commission is necessary. Also, the active support of civic organizations is very important in guiding public opinion, particularly on the more important projects.

In many cities, street widenings and openings involve considerable expense, but in Council Bluffs this cost should be relatively low because few buildings are involved. The land for parks or future public buildings and schools, except those well beyond the present urban growth,

should be acquired as soon as possible, before used for private development, even though the improvements on the land cannot be constructed at once.

PRIORITY OF PROJECTS

The recommendations in this report are conservative, and should be within the financial ability of the city over a reasonable period of years. Some proposals are more urgent than others, and some involve little or no expense in putting them into effect. Some depend on cooperation of state or federal departments, such as highway improvements, and some on other agencies, such as the School Board. The following sequence is proposed for the principal recommendations covered in the city plan. It does not include water, sewers, and other similar needs:

1. Adoption of new Zoning Ordinance.

2. Adoption of rules for land platting.

3. Establishing building lines on streets or highways, designated for future widening.

4. Land acquisition, priority being given to land that is now available and likely to be lost through development. This includes land for street widenings and openings, parks and parkways, school grounds and Civic Center.

5. Construction of major streets, also highways in cooperation with the State Highway Department.

6. The construction of the recommended viaducts, with priority to Broadway.

7. The systematic increase of off-street automobile parking facilities.

8. Overall program for paving.

9. A comprehensive program for park, playground, and school ground development.

10. Development of the extended Civic Center.

11. A comprehensive program for the improvement of street walks, curbs, lighting, paving and street tree planting.

It is recognized that some of the projects can proceed concurrently, and that certain recommendations under each project are more important than others, and may be accomplished first. It is also obvious that the suggested priority will be altered from time to time, as unusual opportunities or emergencies develop. However, in general the relative urgency of the projects is indicated.

LEGISLATION

Every city planning program must have legislative authority as a background, and Council Bluffs should support any new state legislation which would simplify or expedite procedure.

The state act authorizing City Planning Commissions gives them the power of preparing comprehensive city plans for their various communities, and of recommending such plans to the councils for adoption as the official city plans. The design and location of public and certain other structures, as well as works of art in public places, must be referred to the commission for recommendation, but there is no provision that all proposed improvements of the type covered by the city plan be referred to it.

This should be added. The commission also has the approval of land plats within the city and for one mile beyond.

In separate legislation the city council has the power to establish building lines on streets and highways, presumably to protect future widening.

The state zoning enabling act applies to all cities and towns, and is satisfactory in its provisions. In addition, there is a separate act covering zoning to prevent hazards in the vicinity of airports, and still another act provides that counties with more than 60,000 population may adopt county wide zoning regulations.

Iowa has very satisfactory legislation authorizing cities to provide off-street automobile parking under several different procedures. This is most important to Council Bluffs.

The principal need in Iowa now seems to be legislation providing for urban redevelopment, either under public or private ownership. This should have early attention and support from the various communities.

CONCLUSION

As stated before, city planning in any growing city is a continuous process. This report represents a program, based on normal conditions and trends, and predictions for the future, so far as they can be made. No city plan in a growing city can be static, and it is anticipated that changes may be necessary from time to time. Such changes, however, should not be made without careful consideration of the various phases of the plan affected, and the status of the whole program should at all times be preserved on an interrelated and comprehensive basis.